



CIVIL SERVICE.

1. THE PLUNDER SYSTEM.
2. THE SPOILS SYSTEM.
3. THE COMPETITIVE SYSTEM.
4. THE EDUCATIONAL AND PRIZE SYSTEM.

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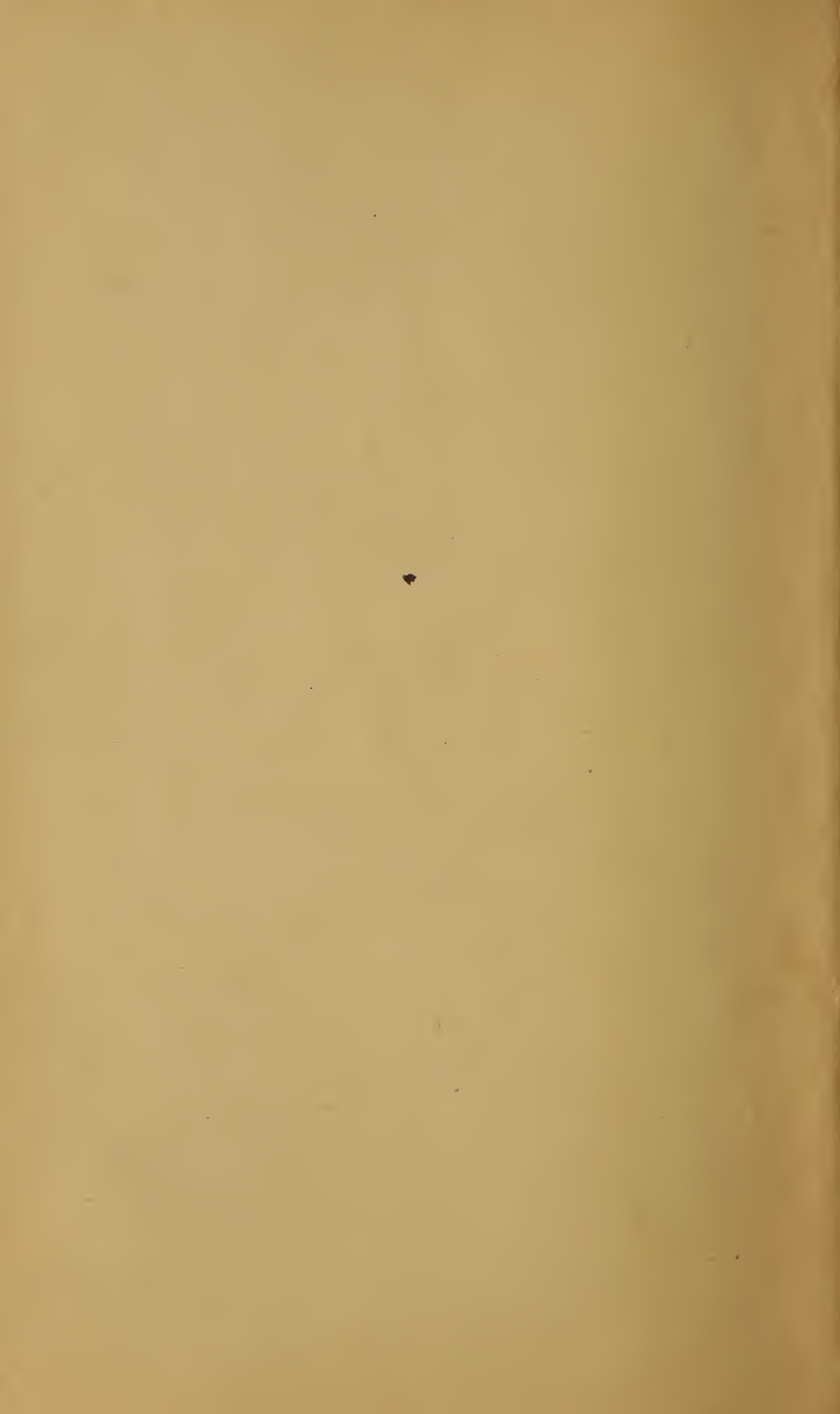
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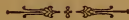
CIVIL SERVICE REFORM.

ILLUSTRATING

1. THE PLUNDER SYSTEM.
2. THE SPOILS SYSTEM.
3. THE COMPETITIVE SYSTEM.
4. THE EDUCATIONAL AND PRIZE SYSTEM.

BY

PROF. W. B. WEDGWOOD.



PORTLAND :

STEPHEN BERRY, PRINTER.

1883.

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P R E F A C E .

In presenting to the public the result of a somewhat careful examination of the subject of Civil Service Reform, the writer disclaims all partyism. He has endeavored to present the subject in such manner, that it could be understood by the reader. The facts stated before the committee of the United States Senate on "Civil Service and Retrenchment," when arranged under the four distinct systems of conducting the service of the Government, become very interesting and instructive.

The odious system of using official position to plunder the treasury and the revenue, by transferring allegiance from the Government the officer professes to serve, to the contractor, the broker, the merchant who is willing to share with him the plunder, is denounced by all parties. The Plunder System of unjust assessment and taxation, in some cases amounting to actual confiscation, is equally odious.

If the Spoils System means simply that the party which is successful at an election shall fill the subordinate offices with members of that party, no serious objection can be raised against it. "To the victorious party belong the offices," has been the maxim of both parties for more than half a century. The Competitive

System proposes to disregard all party principles and distinctions, and fill all subordinate offices by a competitive examination in twenty common school questions. This examination does not test the business capacity of the applicant.

The Educational and Prize System demands a higher grade of learning and ability than either of the other systems. To enter the civil service as a first-class clerk, it requires the same grade of learning and ability required to qualify an applicant to enter the Military Academy at West Point or the Naval Academy at Annapolis. For the purpose of furnishing preliminary instruction, voluntary training schools are to be established in every common school district. The name of each person who completes the prescribed course of instruction will be registered. All vacancies are to be filled by lot from the registered list. Appointments for four years only, subject to removal for cause, incompetency to be sufficient cause at any time. No reappointments except as experts. Each clerk receives, as a prize, double pay for half the time his services would be required in private life. The clerk is to pursue a four-years' course of study in some school, college or university. At the end of four years, his course of study and his clerkship will terminate, and, making room for another to have the same advantages he has had, he will pass on to the duties, honors and emoluments of private life. The civil service will thus be made to contribute largely to the cause of popular education. The wealth of this nation consists largely in the intelligence of the people. Uncounted millions are spent every year in promoting popular education. The rewards and the

prizes of the civil service must be made to contribute to the same object.

The tendency to long continuance in office should be checked. It was declared by the founders of this Republic to be dangerous to liberty. The argument for it is the skill and ability acquired by practice, rendering the incumbent more useful in the administration of the affairs of the Government. The argument for rotation in office is the common right to hold office, which demands the widest distribution.

Attention is called to the abridged statement of the witnesses examined before the committee of the Senate, and particularly to the statement of A. W. Beard, former Collector of the Port of Boston and Charlestown. It is the statement of a business man, made in a business way, of his mode of transacting the business of the Government.

CIVIL SERVICE REFORM.

The subject of Civil Service Reform in the United States has created a deeper interest in the minds of the people within the last year than at any previous period. This interest has been created by the introduction and passage of a Bill in Congress, under the title of "A Bill to Regulate and Improve the Civil Service of the United States." This Bill was introduced by Mr. Pendleton, of the Senate, and referred to the Committee on "Civil Service and Retrenchment" of that body. A large number of witnesses were examined before that committee, and a great mass of valuable testimony was submitted.

Among those witnesses were Dorman B. Eaton, Chairman of the Civil Service Commission appointed by General Grant; Henry G. Pierson, Post Master, of New York; Silas W. Burt, Naval Officer of the Port of New York; Everett P. Wheeler, of New York City; Edward O. Graves, Superintendent of the National Bank Redemption Agency in the Treasury Department at Washington and Chief Examiner of the Civil Service; A. W. Beard, Collector of the Port of Boston and Charlestown; George William Curtis, of New York; John L. Thomas, Collector of the Port of Baltimore. Copious extracts

from the statements of these witnesses will be given hereafter, to which the reader is referred. Previous to this discussion in Congress, the subject had attracted but little attention among the masses of the people, and the meaning and definition of the term "Civil Service" was known and understood to a very limited extent.

The term "Naval Service," or the term "Military Service," was generally understood to embrace all who were engaged in those branches of the service. The term Civil Service embraces all who are engaged in the service of the Government, not included in the naval or military service. In its broadest extent, it includes the whole legislative, executive and judicial offices of the Government. In the Bill passed by Congress, and in the discussions attending its passage, the term has been confined to the executive branch of the Government. This discussion has evolved four distinct systems of conducting the executive branch of the Government :

1. The Plunder System.
2. The Spoils System.
3. The Competitive System.
4. The Educational and Prize System.

The witnesses referred to as examined before the committee of the Senate, and the speeches in Congress, have thrown a flood of light upon each of these systems. We propose to examine each separately, in the order above named.

THE PLUNDER SYSTEM.

Under President Johnson, the Collector of the Port of New York, the Naval Officer and the Surveyor enjoyed large official perquisites in addition to their sala-

ries. These perquisites, arising from smuggled and undervalued goods, sometimes amounted in a year to eight times as much as their salaries for the same period. The net proceeds of these seizures were divided thus: One-fourth to the seizing officer or informer; one-fourth was divided equally among the three officers above named, and one-half went to the United States. The seizure officers encouraged smugglers, who were permitted to make several ventures with impunity and then could afford to have a lot seized for the benefit of the officers. The Collector, Naval Officer and Surveyor were co-partners in this plunder. There were many sinecurists or clerks appointed to receive a salary without performing any service. In the Custom House and on the wharves, it was necessary for the merchant to pay a fee to most of the clerks and officers with whom he dealt. Obstacles confronted him if he refused, and as complaint brought no relief, the easiest way was to pay the exaction. These clerks and officers who received them, frequently collected in this way sums double the amount of their salaries from the Government for a like period. The avenue to bribery was opened wide by these practices, and the lapse from a gratuity to a bribe was easy. Many shifted their fealty from the Government they professed to serve, to the merchants or brokers, who paid them a larger compensation. What was at first for alleged overwork was imperceptibly advanced to a bribe for malfeasance. There were weighers and gaugers bribed to make short returns of quantities; damage appraisers to certify a larger percentage of damage than existed; samplers to return a lower grade of quality for assessment of duties. By these practices, the revenue

was robbed for the joint benefit of the unworthy officer and the importer. All goods smuggled or undervalued, were liable to seizure and confiscation. These facts, stated by Mr. Burt, illustrate what we understand by the Plunder System in the customs service.

The same system of plunder may be traced at a later date to the Treasury Department at Washington. The extravagance in the bureau of engraving and printing is shown by a committee of investigation, of which Mr. Graves, one of the witnesses examined before the commission, was chairman. He shows that of a force of 958 persons, 539, with annual salaries amounting to \$390,000, were found to be superfluous and were discharged. The committee reported that for years the force in some branches had been twice and even three times as great as the work required. In another division were found twenty messengers doing work which could be done by one. The committee reported that the plunder system was responsible for the extravagance and irregularities that had marked the administration of the bureau, and declared it had cost the people millions of dollars in that branch of the service alone. In consequence of this report, the annual appropriation for the bureau was reduced from \$800,000 to \$200,000. Mr. Graves said before the committee of the Senate: I have no doubt that the work of the Treasury Department could be performed with two-thirds the number of clerks now employed, and that is a moderate estimate of the saving. Any proposal to improve the methods of doing business which involves a reduction of the force is necessarily rejected.

The plunder system is not confined exclusively to the

National Government. It extends to all branches of the State and Municipal Government. The municipal service of the city of New York is said by Mr. Wheeler to be one of the worst in the world. The city has been parceled out pretty much between "Boards," which were supposed to be non-partizan, yet which practically have been the most partizan Boards in the country. Take a board of four men, two Democrats and two Republicans. They have a large patronage by way of appointment. Practically, the patronage has been divided between them. The Democrats have appointed their friends, and the Republicans have appointed their friends. Then there have been factions in each party, and, as each faction got the upper hand, it turned out the friends of the old faction and put in the friends of the new. There has been no place where salaries have kept up to such a height, in order to enable assessments to be paid and to guard against risk of removal. The premiums which the tax payers of New York have paid to officials amount to an enormous sum. The greatest corruption and the greatest fraud have been perpetrated under just such contrivances as Boards, where the patronage is divided. The people have been plundered by assessments and taxation to an amount approaching the actual confiscation of their property. The United States Government can borrow money at three per cent., and the citizen is taxed from two to two and a half per cent. on his personal and real property. The plunder system is without color of law, and criminal in its character.

THE SPOILS SYSTEM.

The Spoils System is founded on the maxim, "To the victor belong the spoils." This system is within the pale of the law, and is not tainted with any crime. It means simply, that the party which is successful at an election shall fill the subordinate offices with members of that party. It has been the doctrine of the successful party since the days of John Quincy Adams. He made scarcely any removals, and but few appointments.

When Andrew Jackson was a candidate for the Presidency the second time, he declared himself emphatically in favor of the doctrine that the party in power should make all their appointments to subordinate offices from their own party. He went into the election upon this principle and won the victory. He carried this principle fully into effect. He gave the spoils of office to members of his own party. He removed from office those who opposed his election. He thus confirmed the doctrine that in politics, where there are two parties, the victor shall hold the offices. This has been the rule of action adopted and adhered to by all political parties from the days of Jackson to the present time.

Under the administration of President Johnson, the Collector of the Port of New York, during the three years of his incumbency, made 830 removals out of a total of 903 employed by him. Mr. Grinnell succeeded Mr. Smyth in that office. He was appointed by General Grant. He made a very large number of changes. He was in office about sixteen months, and made over 500 removals and appointments.

Mr. Graves says, that in the Treasury Department at

Washington, clerks suspected of being Democrats were *ruthlessly slaughtered*. One of my best book-keepers was discharged on that ground, although he was appointed under the civil service rules. I have no doubt, from general information, that the same system prevails with like results in all the departments of the Government.

Mr. Beard says: One great object of the Civil Service Bill, as Senator Butler remarked, is to prevent removals and appointments on political pretexts, but it seems to me that parties are to be recognized in the first section of Mr. Pendleton's bill, by appointing two commissioners of one party and one of the other, which would give a majority to one party. You cannot avoid political influence so far as the moral influence of that commission would be on one side or the other, according to which side had the majority.

Mr. Thomas says: Since I was appointed Collector at Baltimore, no Democrats have been appointed. I did not appoint any. I do not think there is any one in the service there who is not a Republican. I do not suppose there was anybody of the opposite political party who ever applied for a position there. I did not know of any. The applicants were all known to be Republicans, and, generally, in every application, they would state what their services were to the party. I think it was pretty well understood that none but Republicans need apply.

Under what is known as the Spoils System, those holding office were expected to contribute freely for the payment of the necessary expenses of carrying on what is known as a "campaign." The expenses on such

occasions for printing, folding and distributing ballots, for procuring public speakers and halls in which to hold political meetings, and other legitimate expenses, are very large.

Mr. Curtis says: On one occasion there was a very heavy assessment made in the New York Custom House. A body of gentlemen connected with the service there made representations to me of their absolute inability to pay this assessment, in addition to others that had been levied about the same time. I went to the Collector, whom I knew personally, and stated the case of these gentlemen. He heard me with impatient politeness, and when I had ended, he brought his fist down on his table with great emphasis, and said, "Well, Mr. Curtis, for every one of the gentlemen in this office who is unwilling to pay this assessment, I know of at least fifty, whose names are duly registered, who would very willingly take the place with all its incumbrances."

THE COMPETITIVE SYSTEM.

In the Competitive System, application is made to the head of the Department for an appointment in the civil service. When there are a sufficient number of applicants, the head of the Department selects from the applicants those whom he deems qualified to be placed in the competitive examination. A Board of three Commissioners is appointed to examine the applicants. These applicants are brought before the Board, and examined by a written examination. The applicants are marked and graded. The Board makes out a list of the men according to their standing.

Mr. Burt says: Right after the examination to which I referred, I had a vacancy to fill, and notified the Board, and they certified to me the names of the *three standing first* on the list. When the three names come in, I have, under the rule, the option to take any one of them. I send for the three men to appear before me, and I then try to judge as far as I can, in order to select from the three. I know exactly what the record of each in the examination has been, and I try to judge so far as possible from what they tell me of their past history, and from their general appearance, &c. I have generally selected the one who stood first, but sometimes I have availed myself of my option.

The past examinations in the departments at Washington, says Mr. Graves, has no rigid standard, and it is discretionary with the examiner to say whether a candidate has passed or not. I have been told that the standard in one department, at least, is very elastic, according to the amount of pressure in favor of the nominee. When it is not desirable to appoint him, the standard is very high; when there is strong influence in his favor, the standard is lowered.

Mr. Burt says: I do not think the present Appraiser has had a very earnest feeling in favor of this system; he has felt it was a doubtful experiment that might be dropped at any time. When these rules were enjoined on us by President Hayes, they were enjoined upon us contrary to the expressed opinion and wish of the then Secretary of the Treasury, Mr. Sherman, who never hesitated candidly to say that he thought it was a wrong system. He said he would carry it out, but he thought it was wrong. He did not think it was a proper system

of appointment; he thought that parties should be allowed to control the offices; that if a party had been successful in an election, it should have control of all the offices. That was his theory, and he was always very candid in expressing it; but at the same time, he insisted upon a compliance of these rules, and they were complied with quite rigidly. There was one exception in regard to Mr. Sherman. I had, unfortunately, in a revision of these rules, made a modification. I had requested that the rules be modified, and the President consented to so modify them that temporary appointments might be made for three months, which might be renewed for an additional three months. It was an unfortunate thing, because it was taken advantage of to appoint men temporarily instead of permanently. They got around the rule during Mr. Sherman's time to this extent. The Presidential election was coming on, and there was from every point a constant pressure on the Collector to put in men temporarily and without examination, and these temporary appointees were very generally poor men.

I was told by a Senator the other day, said Mr. Wheeler, that favoritism had been shown in a particular examination, to a degree that vitiated the action of the examining Board.

Mr. Eaton says: I may state, as chairman of the commission, I have had occasion to resist applications by the hundreds that I would aid in procuring appointments. The penal provisions in this Bill will prevent any abuse of this sort. The Pendleton Bill says, in so many words, that if any body being an examiner or a commissioner shall use his influence or practice any

deception, &c., to prevent any person from having his fair, just and public opportunity to be examined according to such rules, then he shall be guilty of a criminal offence. As to opening the door to the miscellaneous examination of everybody who chooses to come there, it is absolutely impracticable.

Mr. Burt says: The Board consists of three officers of the customs, one selected by the Collector, one by the Surveyor, and one by myself. That selection is made so as to render the Board independent. Only one of them is amenable to any one officer. A great many go away with the idea that they have answered every question correctly, and when they find they are marked down sixty or seventy they feel outraged. There has been great expostulation and condemnation by persons who have come there and have been disappointed in their purpose. This system was put into operation in the Treasury Department in 1873, and it was abandoned in March, 1875. President Grant orally directed Secretary Bristow to discontinue the rules. This action was due solely to the opposition of Congress. When President Hayes came in, he did not revive the work of the commission, to any extent, but he asked for an appropriation to enable him to do so, and in every subsequent message, but no action was taken by Congress upon his recommendations.

Under the British service regulations, in order to diminish the number of persons examined, and to save the necessity of examining persons who are not qualified, they have a preliminary pass examination of a very simple nature which winnows out those who are manifestly unqualified, and the competitive examination is

limited to those who pass this preliminary examination.

Mr. Bates, in his examination before the civil service committee of the Senate, says: We had eighty-five applicants, and that was a selected number. These candidates were admitted somewhat with reference to political reasons. It is not every one who applies, by any means, that is admitted to the examination. The Commissioner and Secretary admit those whom they suppose eligible for any reason, political or otherwise, and they exclude others. The Secretary has his own ideas and his own discretion about that; and if he chooses to make a political test there, he can do so. There is nothing to prevent it that I know of. He picks out a list on grounds satisfactory to himself, and all that we have to do with it is to examine the persons named.

This system is open to the following objections:

1. There is no certain rule for marking.
2. It is very elastic in its operation.
3. It is open to the objection of pressure, influence and fraud.
4. It does not have the confidence of the Government, nor of the great mass of the people.
5. It does not test the business capacity of the applicant.

But, with any and all of these objections, it is a decided improvement upon the Plunder System and the Spoils System. The Bill passed by Congress will accomplish much good, by turning the attention of the people to the examination and study of the civil service in all its grades and departments. It will be a stepping-stone to a higher and purer administration of the Government in all its branches.

THE EDUCATIONAL AND PRIZE SYSTEM.

This system demands a higher grade of learning and ability than either of the other systems. To enter the civil service, this system requires the same amount of learning and ability required to qualify an applicant to enter the Military Academy at West Point or the Naval Academy at Annapolis.

When the student enters the Military Academy at West Point, he enters the military service of the United States; and, in connection with that service, he is put on a course of instruction, for a period of four years, in those branches of science and art most useful to him in that service.

When the student enters the Naval Academy at Annapolis, he enters the naval service of the United States; and, in connection with that service, he is put on a course of instruction, for a period of four years, in those branches of science and art most useful to him in that service.

When the student enters upon the duties of any civil office of the United States, he enters the civil service; and, in connection with that service, he is to be put on a course of instruction in the National University, or some other university or college, for a period of four years, in those branches of science and art most useful to him in that service. At the expiration of four years in all these branches of the service of the United States, the incumbent is expected to "move on" and make room for others who have an equal claim to the advantages he has enjoyed. There are higher positions than cadetships or clerkships further on. They are the most numerous in

private life, but they may be found by hundreds in the higher branches of the civil service. A force of 100,000 are engaged in the administration of the civil service of this Government.

With the object of furnishing preliminary instruction, a plan has been adopted for organizing TRAINING SCHOOLS in every common-school district in the United States. In these schools, instruction will be given by competent teachers in all the branches of popular education necessary to prepare a scholar to enter upon the duties of a first-class clerk in the civil service of the United States. The teacher for each district is to be appointed by the Town Superintendent. It is the duty of the teacher to ascertain the standing of each person in his district in all the branches of education, and report the same to the Town Superintendent. He is required to hold at least one session of his school in each week, which shall be open for all persons in the district who desire to attend. He is to make quarterly reports to the Town Superintendent of the number of students under his charge. It is further made the duty of the teacher, if possible, to bring under his instruction every voter in his district, without regard to age or previous education. It is also the duty of the teacher to ascertain and report to the Town Superintendent the names of all persons in his district who have completed the studies required, as a qualification for entering the service of the Government as a clerk. Those students who are qualified for that position are qualified for any town office, and all town officers should be selected from the persons so found qualified.

The nomination of all elective officers should be made

by a plurality vote of all the districts in the town. All deputies and subordinates, for whose conduct the principal is personally responsible, should be appointed by the principal. All jurors and other officers, not elective, should be appointed by lot from those who are found qualified to enter the civil service as clerks.

The Town Superintendent is appointed by the County Superintendent. It is his duty to appoint the district teachers; to secure a uniform mode of instruction; to visit the several districts and make a personal examination of the discipline and progress of the students, and, so far as possible, qualify himself to certify personally to the correctness of the district teacher's quarterly report. It is further his duty to make a quarterly report to the County Superintendent, containing a summary statement of the reports of the district teachers, with the whole number of students, and the names and number qualified to enter the civil service as clerks, according to the rules prescribed by this organization. He is also to report to the County Superintendent the names of all persons in his town who have received a collegiate and classical education.

The County Superintendent is appointed by the State Superintendent. It is the duty of the County Superintendent to appoint the Town Superintendent; to secure a uniform course of instruction in each town; to visit the several towns in his County, and with the Town Superintendent, hold meetings of the teachers and students in the town; to arouse the public interest in acquiring a higher standard of popular education and a more efficient administration of the service. He is also to make a summary report to the State Superintendent

of the number and names of all the students in his County qualified to enter the civil service as first-class clerks, and also of all graduates and classical scholars.

The State Superintendent is appointed by the National Superintendent. It is the duty of the State Superintendent to appoint all County Superintendents, and see that their duties are faithfully executed. He is required to make a summary report to the National Superintendent of the names and number of all students in his State who are qualified to enter the civil service as first-class clerks, and all in his State who have received a collegiate and classical education.

It is the duty of the National Superintendent to appoint all State Superintendents, and see that all their duties are faithfully performed. He is required to make a record of the name and residence of each student in the United States who is qualified to enter the civil service as a first-class clerk, and the name and residence of each person who has received a collegiate and classical education.

When a vacancy occurs in any department of the civil service, such vacancies should be filled by lot from those registered as qualified to enter the civil service as first-class clerks. He draws the place as a prize, and is to be appointed on probation. Incompetence should always be sufficient cause for discharge.

No young man or young woman should enter the civil service as a trade or profession for life. Long continuance in such service is not desirable, and is not in accordance with the spirit of our institutions. It should only be made a stepping-stone to a higher and a more independent position. The civil service is the service of

the whole people. It is the property of the whole people. Each citizen is under equal obligation to bear its burdens, and equally entitled to share its honors and emoluments.

The tendency to long continuance in office should be checked. The rule of rotation in office, whether the office be filled by election or by appointment, should be insisted on in all cases. No member of the House of Representatives should be allowed to hold his office for more than three terms of two years each. In each Congressional District, there are ten crowded out who are equally qualified. No Senator in the United States Senate should hold his office for more than twelve years. In each State, there are ten crowded out who are equally qualified. No President of the United States should hold that office for more than twelve years. In the United States, there are ten crowded out who are equally qualified.

The argument for long continuance in office is generally the skill and ability acquired by practice, rendering the incumbent more useful in the administration of the Government. The argument for rotation in office is generally the common right to fill office, which demands the widest distribution. The former may be called the System of Monopoly and Merit; the latter, the System of Equal Rights. As a general rule, the President should not hold that office beyond eight years; but where a citizen has won the proud distinction of "Sage" or "Hero" of the century, and is a man whom "the world delights to honor," his incumbency may be extended to two senatorial terms, or twelve years.

The wealth of this nation consists largely in the intelligence of the people. Uncounted millions are spent

each year in promoting popular education. The rewards and the prizes of the civil service must be made to contribute to the same object. The positions in the civil service are offices of honor, trust and profit. Honor and office are inseparable. No officer should be allowed to disgrace his office. Important duties are entrusted to his care. He takes an oath that he will faithfully perform the duties of his office according to the best of his ability. He is paid a compensation for his services, more than double the amount paid for similar services in private life, and he is required to serve less than two-thirds the time. A clerk is employed in a store or office where his services are required for twelve or thirteen hours a day, at a compensation of \$300 to \$400 a year. He is transferred to the civil service at Washington, where he is required to serve only six and one-half hours per day, and he is paid for such services from \$1,000 to \$1,500 per year.

The change from private life to the civil service often leads to extravagance and dissipation. The fair rule for the Government is to pay for its service the market price for such service in private life. All above is a subsidy, a reward, a prize. This surplus must be used to promote popular education. We shall hold it up to the millions in our training schools as a reward for long years of earnest devotion to study, and a complete mastery of all the branches of education prescribed by our rules for qualification to enter the civil service. We shall hold it up to them as a prize which will enable them to study all the branches of a classical and scientific education. We denounce the plan of distributing these prizes as plunder or as spoils, or, in a competitive ex-

amination, to the applicant who shall be marked the highest on the list of competition in answering twenty primary school questions, as puerile and unworthy the dignity of the civil service. A higher class of learning and ability than that shown by the published competitive examinations must be demanded.

COMPETITIVE EXAMINATION.

The Post Master of the city of New York (Mr. Pearson) was examined before the Committee on Civil Service and Reform in the Senate of the United States. He says: I was appointed by the Post Master, Mr. James, in 1873, as chairman of a Board of Examiners. I was not familiar with the system. Practically, the system amounted to very little beyond ascertaining the character of the applicants. From that time we have been improving the system. It is difficult to draw a sufficient number of applicants to the office. I do not know that it is because the salary is low, but I think not. We have succeeded lately in picking up some very bright people who are willing to serve for \$600, and some quite anxious to do so. We find difficulty in obtaining carriers at \$400. Clerkships range from \$600 to \$1,440.

Application for appointment in the Post Office must be made to the Post Master. The applicant must state that he is a citizen of the United States, his age, his occupation, his last employer, and that he presents himself as a candidate for examination and appointment as _____, and refers to the persons named below, (none of whom are his relatives or family connections) who are well acquainted with him, and who can furnish

full information as to his character and general fitness for the position to which he desires to be appointed.

Signature, _____

References :

_____, Residence _____.
 _____, " _____.
 _____, " _____.
 _____, " _____.

The Post Master addresses the following note to each person referred to :

MR. _____.

Sir :—Mr. _____ has presented himself as a candidate for examination and appointment as a _____, at this office, and he refers to you as being able to furnish full information as to his character and his general fitness for that position.

I shall be obliged if you will write your answer to the following questions, and return this sheet to me with your signature below in the inclosed envelope.

Very respectfully,

_____, *P. M.*

1. How long have you known the abovenamed candidate ?
2. What is his character ?
3. Is he industrious ?
4. Is he or has he been addicted to the use of liquors ?
5. Has he, to your knowledge, any bad habits whatever ?
6. Would you, for any reason, hesitate to employ him in a position of trust ?

7. Has he, in your judgment, sufficient education to qualify him for the position he seeks ?

8. Is he, so far as you are aware, physically able to perform the duties of that position ?

9. Have you a knowledge of any fact whatsoever concerning him, which, if known here, should prevent his employment in the public service.

(Signed,) _____.

If the report of the references is satisfactory, a longer and more formal application must be made out and signed by the applicant to test his handwriting, from which the Board of Examiners fix his standing in penmanship. A blank form of such application is sent to the candidate. He must also submit to a rigid medical examination to ascertain his physical ability to perform the duties of the office.

The whole number of employees in the Post Office is about 1,400. There are, besides the carriers, about 830 employed, at the cost of \$850,000. In such a large force vacancies frequently occur. These vacancies are filled by competitive examinations. The good character of the applicant must be completely established. The questions to be answered at the examination, are such as will show the relative proficiency of the candidates: *First*, in Penmanship. *Second*, in Arithmetic. *Third*, in Geography. *Fourth*, in English Grammar. *Fifth*, in the History of the United States, and in matters of a public nature to the extent that may be required adequately to test general capacity or special fitness for the service.

The character of these questions, in any subject, is so

simple that any one failing to reply to them correctly should not expect admission to the service.

There are no questions in reference to the service. These questions are technical, to be studied by the applicant after he is admitted. He is afforded every means for obtaining that class of information and all details bearing upon the duties he is to perform.

The examination is a written examination. One subject is assigned to each member of the Board of Examiners. He prepares a suitable set of questions on that subject. They are placed in an envelope and the envelope is sealed. The applicants who are admitted to the examination are called together in the examination room. Each is assigned to a particular desk, which is numbered. Each set of questions is placed upon his desk, under seal, with the number of his desk. They are not to be opened until the subject is reached in the examination. In the examination room the questions are written on the black-board in view of the applicants, who are furnished with blank forms in which their answers are required to be written. The answers are examined by the Board, and the rating marked on the original papers. From these papers the lists of the order of examination and general average are made.

On the 12th day of January, 1882, an examination of candidates for clerkships was held in the New York Post Office. Thirty-one applicants were examined. Twenty-one passed and ten failed. Those who passed were graded in the "Order of Excellence" from 1 to 21. In the "Order of General Average," they were graded from 96.80 to 72.96. No one standing below 70 passed.

The following is the list of questions upon which the applicants were examined:

QUESTIONS IN ARITHMETIC.

Examination of Clerks, January 12, 1882.

QUESTION A.

Note in figures two million five hundred and twenty thousand, six hundred and seventy-five.

QUESTION B.

Add the following amounts :

| |
|----------------------------|
| 179,635 |
| 521,426 |
| 242,619 |
| 700,271 |
| 396,752 |
| <hr style="width: 100%;"/> |

QUESTION C.

| | |
|----------|-----------|
| From | 9,096,125 |
| Subtract | 7,809,534 |

QUESTION D.

| | |
|----------|-------|
| Multiply | 9,274 |
| By | 427 |

QUESTION E.

| | |
|--------|---------|
| Divide | 896,272 |
| By | 476 |

QUESTIONS IN GEOGRAPHY.

Examination of Clerks, January 12, 1882.

QUESTION A.

Name the New England or Eastern States.

QUESTION B.

Name the State in which each of the following cities are located: Vicksburg, Atlanta, Harrisburg, Mobile, Peoria, Milwaukee.

QUESTION C.

Name three of the principal mountain ranges in the United States, and the three largest rivers.

QUESTION D.

In what direction is Illinois from Ohio.

QUESTION E.

Name two large cities in France, and two in Germany.

QUESTIONS IN GRAMMAR.

Examination of Clerks, January 12, 1882.

QUESTION A.

What is a noun?

QUESTION B.

Name separately the nouns, adjectives and verbs in the following sentence: "William has a better house than John, but its location is not so good."

QUESTION C.

What is meant by parsing a sentence?

QUESTION D.

Copy the following sentences, correcting such errors as you may observe in them:

1. Each of those men are coming.
2. Which of us shall go, you or me ?
3. Has Joseph and Thomas gone to Brooklyn ?
4. That ship sails beautiful.

QUESTIONS IN HISTORY.

Examination of Clerks, January 12, 1882.

QUESTION A.

How many of the present United States were British Colonies at the beginning of the Revolutionary War? Name three or four of them.

QUESTION B.

What American General was killed at the battle of Bunker Hill ?

QUESTION C.

Name six or more Presidents of the United States who held that office before 1870.

QUESTION D.

What States did Daniel Webster and John C. Calhoun represent in the Senate of the United States ?

QUESTION E.

Name two or more American Generals who took part in the war between the United States and Mexico.

QUESTION F.

Name four or more of the most important battles of the late rebellion.

This examination seems more like a farce than a reality. Four wise men have assembled in the exam-

ination room in the Post Office in the metropolitan city of the nation. They organize as a Board of Examiners. In an adjoining room are assembled thirty-one applicants for clerkships. They are summoned before this august Board. They enter the room with trembling steps and throbbing heart. A prize is to be won or lost, carrying with it honor or disgrace. Each applicant is numbered. As he enters he is shown to the desk bearing his number. When the applicants are assembled, they are addressed by the chairman of the Board. They are informed that it is of the highest importance to the civil service that all clerkships in the Post Office should be filled with men of great learning and ability. We shall test your learning and ability by asking you five questions in each of four branches of common school education. We have given you five questions in the science of numbers. We ask you to change written numbers into figures. By this question we test your knowledge of notation and numeration. We then ask one question in each of the four simple rules of Arithmetic, viz: Addition, Subtraction, Multiplication and Division. We have asked, in this great science, only such questions as a scholar can learn in a single week in our primary schools. It will be better for you to say nothing of this examination out of the examination room, or the people will say it is all a farce. All our questions are in the simple rules. We have asked no questions in the Compound Rules or in Decimal Fractions, or in Vulgar Fractions, or Proportion or Interest or Discount, or Square Root or Cube Root. We have not even asked you to give a definition of Arithmetic.

In Geography, the questions are quite as simple. You

will be able to name the New England States and tell us in what City and State this Post Office is located. In grammar, you will be able to answer the question, What is a noun? and to tell us whether the name of our Post Master is a common or proper noun. In the great subject of history, you will be able to name three of the thirteen original colonies, and to tell where the battle of Bunker Hill was fought, and what American General was killed in that battle. You will also be able to tell what States Daniel Webster and John C. Calhoun represented in the Senate of the United States. We have propounded twenty questions. If you miss more than six, you cannot pass. You will now open the envelopes on your desks, and write your answers to the questions found therein. We shall mark each list and make out your general average and your rank, in the order of examination from your written answers.

You will now proceed to your task, remembering that the eyes of this great nation are upon you.

LOT AND BALLOT.

The transaction of business in our Courts is one of the most important branches of the civil service. Issues of fact are constantly arising, involving the property, the character, and even the life of a citizen. How shall these issues be decided? They must be decided by the unanimous verdict of twelve jurors duly qualified, summoned, empaneled and sworn to render a true verdict in the issue joined between the parties. These jurors are to be selected by lot from those previously found legally qualified to perform the duties of jurors. The

right of trial by a jury of twelve men, selected by lot from all who are legally qualified to perform the duties of jurors, is one of the most valuable rights secured to us by our constitution and laws. It is the great bulwark of civil liberty.

Where many are subject to the same duty and but one can perform it, the one to perform it can only be determined by lot; and where many are entitled to the same prize and but one can receive it, the one to receive it can only be determined by lot. When there are ten candidates equally qualified and equally entitled to fill an office in the civil service, and one only can be selected, that selection should be by lot.

When several officers are to be elected to the same office under a new Constitution, and they are to hold office for different periods of time, the period for which each shall hold this office is determined by lot. In the State of New York, under a former Constitution, thirty-two Judges of the Supreme Court of the State were elected. Eight were to hold the office for only two years; eight were to hold the office for four years; eight were to hold the office for six years, and eight were to hold the office for eight years. All had an equal claim to eight years, but only eight out of thirty-two could hold the office for eight years. The time that each should hold was fixed by lot. Here the action of the Lot and the Ballot combined to confer the office and fix the time. The plan of selection by lot may be advantageously extended in the civil service.

The principal question discussed in this agitation for civil service reform is the manner of making appointment to office. It is impossible for the President to

know, personally, the character and qualifications of all the officers of the Government who act by and under his authority. He is aided by the advice and counsel of the members of his Cabinet in the selection of the vast army of officers by whom the business of the Government is transacted. All act by and under his authority. The President holds responsible to him each member of his Cabinet in his particular department for the transaction of the business of that department. Each Secretary is to investigate according to the best of his ability, and advise the President according to his best judgment, in transacting the business of his department.

The President almost invariably acts in accordance with the advice of the Secretary in that Department. It is the theory of the Government of Great Britain, that the King can do no wrong: that if a wrong is committed, the King is not responsible for that wrong, but the minister who investigated the subject and advised the King to the wrong act. As the general rule, we may apply this doctrine in this country. If the President makes an improper appointment in any of the departments, the presumption is that he makes the appointment upon the recommendation and advice of the Secretary of that department. During the administration of President Grant, the members of the Cabinet agreed among themselves that they would not interfere with the transaction of any other department, even to the extent of recommending any person to an appointment; that each would hold himself personally responsible for the character, ability and conduct of appointees in his own department. This plan contributed largely to the harmony of the Cabinet and the success of the administration.

The President should hold each Secretary responsible for the conduct of all the officers in his department. Each Secretary should hold his next subordinate officer responsible for all the subordinate officers in that particular line of office. The President should hold the Secretary of the Treasury responsible for his own good conduct and the good conduct of all appointees in the Treasury Department. The Secretary of the Treasury should hold the Collectors responsible for the ability and fidelity of all officers under his control.

The power of appointment should not be separated from the responsibility for the good conduct of the officer appointed. Any law which attempts to take the power or responsibility of civil service appointments from the executive branch of this Government, and to place it in the hands of an irresponsible Board of Commissioners of known politicians from both parties, is clearly unconstitutional, and will be declared null and void by the Supreme Court of the United States.

The *service* performed in transacting the business of governing the people is the civil service. The business of governing the people is called government. The power to establish and maintain government is inherent in the people. It is transferred by ballot from the people to *agents*, who act for the people in transacting the business of the Government. These agents are called the officers of the Government. The positions they hold are called offices. These offices are filled either by the *direct election* by the people or by lot, or they are filled by the *appointment* of some other officer elected by the people.

Every candidate for election or applicant for appoint-

ment, on consenting to the use of his name, guarantees that he possesses a character that will not disgrace the office, and the learning and ability to perform the duties of the office in a workmanlike manner. If elected or appointed, he swears that he will perform the duties of his office to the best of his ability. He becomes the servant and agent of the people—the trustee of an express trust, bound to exercise the highest degree of skill, care and diligence in the performance of the duties of his office, and holds himself responsible to the people for his honesty, skill and fidelity. By our theory of government, the most worthy men are to be placed in office, and they hold their offices by the will of the majority or plurality of the people expressed at the ballot box. Let us see how far facts sustain this theory.

The people are divided into two great political parties. Each party has a committee in every town in the County, and in every ward in every city. Each party has also its County, its State and its National committees. An election is soon to take place. Candidates are to be selected by each party. How shall they be selected? A primary election in each party is to be held in each town or ward. The town or ward committees meet in caucus and determine what candidates they will support for the several offices and for delegates to County, Congressional or State conventions. The town committee calls a party primary meeting in the town. They post a few notices where they are seldom, if ever, read. The day arrives. The meeting is called to order. Often, at such meetings, only three or four are present. One is made Chairman, one Secretary, and the third makes the nominations. A ticket is made out for town officers and

delegates are appointed to County, Congressional and State conventions. A party ticket is thus nominated and placed before the people. This is called "the regular ticket." The party is expected to ratify it at the polls.

The day of election approaches. The town is carefully canvassed by each party. A list of the voters in the town is made out. Each voter is marked Repub., Dem., Doubtful or Purchasable. The Doubtful are besieged by both parties. Money is raised by both parties to buy the Purchasable. Sums from \$5 to \$50 are paid for a single vote. The party that can furnish the most money wins. In one small town in Maine containing 300 voters, 60 were marked Purchasable at the last election. The candidate must consent to be "bled at every pore," or be defeated. He pledges his patronage, he barter his independence, he lavishly spends his money for votes, and is successful. He enters the Executive Department, or goes upon the Bench, or enters the Legislative Hall. He has purchased his position. He has bribed a voter. He has loosened the keystone of the arch on which our Republic rests. He is approached with a bribe. He forgets his oath, his honor, his country and his God, and accepts the bribe. As a watchman to guard the people in their midnight repose, he allows the burglar to enter, and shares his plunder, or becomes himself the robber. "Who shall watch the watchman?"

The use of money and the promise of patronage to induce a voter to vote otherwise than he would vote without the payment of money, or the promise of patronage, are equally bribery. The right to protect one's own life, liberty and property, by his own right arm, or to transfer that right to his trustee or agent by his own

ballot, is the most sacred right the Creator has bestowed upon any man. That right is inalienable, because no equivalent can be paid for it.

BRANCHES TAUGHT IN THE TRAINING SCHOOLS.

The branches to be taught in the Training Schools are nearly the same as those upon which candidates for admission, as cadets, to the Military Academy at West Point, or to the Naval Academy at Annapolis, are required to be examined.

The number of cadets allowed at each of these National Schools is one for each member and delegate of the House of Representatives, one for the District of Columbia, and ten are appointed at large. The nomination of a candidate is made by each member or delegate from the residents of his district or territory.

The age for the admission of cadets to the Military Academy is between seventeen and twenty-two years. In the Naval Academy, the age must be over fourteen and less than eighteen. His application must be accompanied by satisfactory testimonials of good moral character. Candidates must submit to a thorough examination before a Medical Board, and must be free from deformity, disease or infirmity which may render them unfit for service.

The candidate must pass a satisfactory examination before the Academic Board in Reading, Writing, Spelling, Arithmetic, Geography, English Grammar, History and Algebra.

READING.

The first subject that demands attention is reading. It is impossible to make advancement in the study of any of the arts and sciences without the ability to read the language correctly and fluently. It is important that the reader clearly perceives the ideas and enters into the feelings of the author whose sentiments he attempts to repeat. It is necessary, to become a good reader, to understand precisely the meaning of the writer.

In reading to others, the reader should make himself distinctly heard by all to whom he reads. He must fill the space occupied by the company. Every person has three pitches of voice: the HIGH, the MIDDLE and the LOW one. The high is that which he uses in calling aloud to some person at a distance; the low, when he approaches to a whisper. The middle is that which he employs in common conversation, and which he should generally use in reading to others. He will always be able to give most force of sound to that pitch of voice to which he is in conversation accustomed. He should give the voice full strength and swell of sound in reading, but always pitch it on his ordinary speaking key. It is a useful rule, as Lindley Murray says, in order to be well heard, to cast our eye on some of the most distant persons in the company, and consider ourselves as reading to them.

The next point in reading that demands attention is distinctness of articulation. The reader must give every sound which he utters its due proportion, and make every syllable and even every letter in the word distinctly heard. Hence it is absolutely necessary that a good reader should be perfectly familiar with all the

elementary sounds of the language. If the reader is imperfect in these elementary sounds, he should understand that he can never become a good reader until he can fully articulate every sound of the language. A good reader should not pronounce his words too rapidly, but with a proper degree of slowness and with clear articulation. Such a pronunciation gives weight and dignity to the subject. The reader must also give to every word which he utters that sound which the best usage appropriates to it.

In the English language, every word that consists of more syllables than one has one accented syllable. It is an important rule to give every word just the same accent in reading as in common conversation. To become a correct reader, it is necessary to place a stronger and fuller sound of the voice on some word in the sentence to distinguish it from the others. On the right management of emphasis depends the life of pronunciation. The following short sentence admits of four distinct meanings, each of which is ascertained by the emphasis only: "Do you ride to town to-day"?

WRITING.

A good handwriting can only be acquired by careful, persevering practice. A plain, simple form should be adopted for the construction of every letter, and the form, when adopted, should be rigidly adhered to. All unnecessary flourishing or attempt at ornamentation should be avoided. Plainness, accuracy and rapidity of execution are absolutely necessary. The rules for the use of capital letters must be carefully studied; not only

understood, but committed to memory. The candidate, on entering the examination room, is required to leave all books outside. The only rules he can use there are those he has committed to memory. He is required to copy from dictation selections of prose and poetry, as they are read to him. In this manner, the examiners test the handwriting, the punctuation, the use of capital letters and the spelling of words.

SPELLING.

The orthography of our language is attended with some uncertainty and perplexity, but to be ignorant of the spelling of those words which are uniformly spelled in the same manner, and frequently used, is without excuse. A set of definite rules for spelling is within the reach of every scholar. These rules should be committed to memory by every student of the English language. Writing from dictation will test the knowledge of the candidate in penmanship, punctuation, the use of capitals and the spelling of words. Some original letters on business or friendship should be required, as a further test, and a test in composition.

ARITHMETIC.

The examination in this science is very thorough and critical. It must be remembered that no book will be allowed in the examination room. It will therefore be necessary for the applicant to have every definition and every table and every rule in his book perfectly committed to memory.

1. He must be able to explain the manner of writing

and reading numbers—entire, fractional, compound or denominate. He may be asked to express in figures one million and one-millionth.

2. He must be able to perform with facility and accuracy the various operations of addition, subtraction, multiplication and division of whole numbers, abstract and compound, or denominate numbers, giving the rule for each operation, WITH ITS REASONS, and also for the different methods of proving the accuracy of the work.

3. He must explain the meaning of reduction, its different kinds, its application to denominate numbers in reducing them from a higher to a lower denomination and the reverse, and to equivalent decimals; to give the rules for each case, with its reasons, and to apply readily these rules to practical examples of each kind.

4. He must be able to explain the nature of prime numbers, and factors of a number; of a common divisor of two or more numbers, particularly of their greatest common divisor, with its use, and to give the rule, with its reasons for obtaining it; also the meaning of a common multiple of several numbers, particularly of their least common multiple, with its use, and to give the rule with its reason for obtaining it, and to apply each of these rules to examples.

5. He must be able to explain the nature of fractions, common, or vulgar, and decimal; to define the various kinds of fractions, with the distinguishing properties of each; to give all the rules for their reduction, particularly from mixed to improper, and the reverse, from compound or complex to simple, to their lowest terms, to a common denominator, from common to decimals, and the reverse; for their addition, subtraction, multi-

plication and division, with the reasons for each change of rule, and to apply each rule to examples.

6. To define the terms, ratio and proportion, to give the properties of proportion and the rules, and their reasons for stating and solving questions in both simple and compound proportion, or single and double rule of three, and to apply these rules to examples.

7. The candidates must not only know the principles and rules referred to above, but they are required to possess such a thorough understanding of all the fundamental operations of arithmetic, as will enable them to combine the various principles in the solution of any complex problem which can be solved by the methods of arithmetic; in other words, they must possess such a complete knowledge of arithmetic, as will enable them to take up at once the higher branches of mathematics without the further study of arithmetic.

8. It is to be understood that the examination in these branches may be either written or oral, or partly written and partly oral; that the definitions and rules must be given fully and accurately, and that the work of all examples, whether upon the blackboard, slate or paper, must be written plainly and in full, and in such a manner as to show clearly the mode of solution.

ENGLISH GRAMMAR.

In English Grammar, candidates must exhibit a familiarity with all the parts of speech, and the rules in relation thereto; must be able to parse any ordinary sentence given to them, and, generally, must understand those portions of the subject usually taught and com-

prehended under the heads of Orthography, Etymology, Syntax and Prosody.

The examination will be either written or oral, or partly written and partly oral. The questions will usually be arranged in three divisions.

The first division will contain questions somewhat like these: Name all the different kinds of verbs, and give examples of each. What is a pronoun? Write a short sentence using a personal, a relative and an interrogative pronoun, and specify each.

The second division will contain one or more sentences to be parsed, *e. g.*, "Many would gladly exchange their honors for that more quiet and humble station with which thou art now dissatisfied." Such a sentence must be parsed fully, giving the parts of speech and kind, case, voice, mood, tense, number, person, degree of comparison, &c., as the case may be, of each word and its relation to the other words, thus: "Many": adjective [or indefinite adjective pronoun], positive degree, third person, plural number, nominative case, agrees with persons understood (or subject of *would exchange*).

"Exchange": Verb, regular, transitive, active, potential mood, past tense, third person, plural number, agrees with persons understood (or many) for its subject.

COMPOSITION.

The third division will contain a large number of incorrect sentences to be corrected, thus: *To these precepts are subjoined a "copious selection of rules."* "*Which of the two is the eldest?*" Among these,

correct sentences will sometimes be introduced, to more thoroughly test the knowledge of the candidate.

Since the school grammars used in the different parts of the country vary among themselves in their treatment of certain words, an answer endorsed by any grammar of good repute will be accepted. Thus, in parsing the word "*many*" above, it may be called an indefinite adjective, pronoun, or an adjective agreeing with persons understood.

GEOGRAPHY.

Candidates will be required to pass a satisfactory examination, written or oral, or both, in *Descriptive Geography*, particularly of our own country. To give the candidate a clear idea of what is required, the following synopsis is added as a type of the character and extent of the examination :

1. Definition of all the natural divisions of the earth's surface, such as zones; those relating to latitude and longitude, &c., &c., are to be clearly and concisely given.

2. The Eastern and Western Hemispheres :

Their grand divisions, what large bodies of water partly or wholly surround them; their oceans and their locations.

The mountains, their locations, directions and extent; the capes, from what parts do they project and into what waters.

The peninsulas, their locations, and by what waters are they embraced.

The parts connected by an isthmus, its name and location.

The islands, their locations and surrounding waters.

The seas, gulfs and bays, the coasts they indent, and to what other waters are they subordinate.

The straits, the lands they separate and the waters they connect.

The rivers, their sources, directions of flow, and the waters into which they empty.

The lakes, their locations and extent.

3. The sub-divisions of the grand divisions :

Their names, locations, boundaries and capitals ; general questions of the same character as indicated in the second section, made applicable to each of the countries of each of the grand divisions.

4. The United States :

The knowledge under this head cannot be too full or specific. The candidate should be thoroughly informed as to its general features, location, configuration and boundaries [both with respect to neighboring countries, and latitude and longitude] ; its adjacent oceans, seas, bays, gulfs, sounds, straits and islands ; its mountain ranges, their location and extent ; the source, direction, and termination of the important rivers, and their principal tributaries ; the lakes, and, in short, every geographical feature of the country as indicated above. The location and termination of important railroad lines and other means of communication, from one part of the country to another, should not be omitted.

The States and Territories are to be accurately located

with regard to each other, by their boundaries, and as to their order on the Atlantic coast, on the Gulf of Mexico, on the Pacific coast, on the Northern frontier, and on the Mississippi, Missouri and Ohio rivers.

The boundary and other rivers of each State, as well as all other prominent geographical features, should be known.

The names and locations of their capitals, and other important cities and town, are likewise to be known.

In short, the knowledge should be so complete that a clear mental picture of the whole or any part of the United States should be impressed on the mind of the candidate.

HISTORY.

The candidate should make himself familiar with so much of the *History of the United States* as is contained in the ordinary school Histories. The examination may be written or oral, or part written and part oral, and will usually consist of a series of questions similar to the following :

1. Name the earliest European settlements within the present limits of the United States, when, where and by whom made. When did the settlements made by other nations than the English come under the Dominion of Great Britain and of the United States ?

2. What was the difference between the Royal, the Charter and the Proprietary colonies ? How many colonies were there originally in Massachusetts and Connecticut ? When were they united ? How many in Pennsylvania ? When were they separated ?

3. In what wars were the colonies engaged before the Revolution? What were the principal events and results of those of King William, Queen Anne, King George, and the French and Indian?

4. What were the remote and the immediate causes of the American Revolution? Explain the Navigation Act, The Stamp Act, Writ of assistance. When did the war of the Revolution properly begin? When, where and how did it end? Give the particulars of Arnold's treason. Who were the most prominent Generals in this war? Name the most important battles and their results.

5. The Constitution of the United States—why and when was it formed? When was it adopted?

6. Give the names of the Presidents of the United States in their order. Give the leading events of the administration of each: for example, that of

Washington, *e. g.*—Indian war: trouble with France: Jay's treaty: the whiskey rebellion, &c.

Jefferson—War with Tripoli: purchase of Louisiana: the embargo, &c.

Madison—War of 1812: its causes: the principal battles on land and sea: peculiarity of its last battle: when ended, &c.

Monroe—Indian war: cession of Florida: Missouri compromise, &c.

Jackson—Black Hawk and Seminole wars: the United States Bank: nullification, &c.

Polk—The Mexican war: its causes: principal battles: result, &c.

Buchanan—Civil war: how commenced, &c.

Lincoln—Principal battles of that war: its results, social and political, &c.

ALGEBRA.

The examination in Algebra will be elementary in character, and will be limited to questions and problems upon the fundamental rules, factoring, algebraic fractions and simple equations of one or more unknown quantities.

BOOK-KEEPING.

The elementary rules in Book-keeping, both by single and double entry, must be understood.

GOVERNMENT OF THE UNITED STATES.

The student will be required to give the history of the establishment of the original colonies, with their powers of government, and in what manner they became clothed with those powers: how those governments resemble our present territorial governments: the origin of the title "United States of America": the State governments: the National government: powers and duties of each: three departments of each grade: powers and duties of each department: our National government resembles the government of Great Britain in what? in what does it differ?

What are the principal sources of our law?

ABRIDGED STATEMENT OF DORMAN B. EATON, BEFORE
THE COMMITTEE ON CIVIL SERVICE AND
RETRENCHMENT, FEB. 4, 1882.

The Pendleton Bill assumes that the power of appointment to the executive service is vested in the President,

and that it is neither legal nor desirable to attempt to limit that authority, but simply to provide for its exercise in the manner most beneficial to the public service. The first section of the Bill provides for the appointment of three Commissioners by the President. In the second section, we have a declaration of the duties of the Commissioners. You must have, in your conditions of examining at all, certain restrictions; otherwise you would have such a mass of individuals coming in, that your examinations would be oversloughed. Civil service rules, competitive examinations, or any other, are not ends in themselves; they do not aim to test men's literary qualifications; they do not terminate in getting men who know a great deal, who have a great deal of accumulated information. The rules and regulations are to be made and everything is to be done subject to the President's approval. He can at any time change the rules. A man comes in as Secretary of the Treasury. There are more than 3,000 clerks in the Treasury Department. The Secretary is new to the business. He does not know the duties of the department, and it is impossible for him to know them.

I think there is need of a Commission to make the system harmonious and consistent. The marking and grading of the examinations on the basis of the examination papers should be uniform and just, and that can be secured only by a supervising Commission. I am quite aware that examinations have taken place in the City of New York, in the Custom House, and also in the Post Office, where they have been conducted by isolated Boards, without the public knowing that there has been any supervision, and, in fact, without much supervision.

I have in my hand a letter dated the 24th of this month, from Mr. Burt, the Naval Officer at New York. He favors a supervising board. He says, without such protection nothing could be easier than to debauch and prostitute the entire system and to bring it into discredit. By the Law of 1871, the President was authorized to establish rules and regulations for admission to the civil service. There was nothing in the act providing for competitive examinations. There was no reference to the appointment of a Commission, but President Grant and his cabinet considered the subject, and, looking especially to the English experience and its results, became satisfied that competitive examinations were the most effective and that a Commission was necessary for their supervision. Such a Commission was appointed, and it exists to this time, and I have the honor, or misfortune, as the case may be, to be its chairman. The Commission went on and did considerable work. The results are set forth in the report to the President of April 15, 1874. President Grant sent in that report to Congress. He asked for an appropriation. In his annual message following that, were similar recommendations. In a third message, referring to the subject, he declares it was with "mortification" to himself, and he doubted not to those connected with the Commission, that the refusal of Congress to make any appropriation, rendered it, in his opinion, necessary to suspend the work of the Commission. Congress not only refused the appropriation, but there was no discussion on the subject. The work of the Commission was allowed to pass out of activity in silence. The President thought it necessary to apply competitive examinations and to

establish a Commission. Congress had never committed itself to that mode of dealing with the subject. They were at liberty to say that these rules were impracticable. Congress made an appropriation which covered two years, during which the President accomplished much. He appealed to Congress in 1874, presenting the evidence of the good work he had done, and asking for an additional appropriation that he might continue it. Congress refused. He renewed the recommendation twice and Congress ignored it. That made the Executive too weak to stand up against the immense influence that will at all times be brought against any movement of this sort. The result was the failure to carry on the work and the practical suppression of these competitive examinations by the President.

When President Hayes came in, he did not revive the work of the Commission in any considerable sense, but he asked for an appropriation in his first message to enable him to do so, and I believe in every subsequent message. Yet no action was taken by Congress upon his recommendation. I do not need to state the general results in New York. I do not mean to say that there is in either office there an entire absence of either fraud or incompetency or extravagance. I am very far from thinking that competitive methods are going to achieve entire purity or fidelity in administration, or relieve us from the necessity of constant vigilance.

The several declarations of principles are :

1. Competitive examinations.
2. Selection from those graded highest.
3. Original entrance at the lowest grade.

4. A period of probation.
5. Promotion on the basis of merit and competition.
6. No obligation to pay political assessments.
7. Freedom from political coercion.
8. Non-competitive examinations in all proper cases.
9. Appointments and rejections on probation recorded.

Promotion on the basis of merit and competition I deem to be a very important matter. In the English service, the question upon what basis promotion should be made has been one of great observation and study. If you provide that no person shall rise in the service except on the basis of competition alone, you largely take from the superior officer the authority to make selections based on his own knowledge of the special administrative ability of those in his own bureau.

I have here a letter which I have just received from Mr. Comstock, the head of the examining board at New York city for the custom house and the naval office. He and his fellow members are pressed by all sorts of selfish people to violate the rules. They are pressed by the local politicians, the Congressmen from the States, and others wanting patronage. Perhaps the Congressmen do not always really want the patronage, but they are pressed to get it by their political supporters, and they are pressed by all sorts of people, who want to get their sons, cousins and dependents into places. The board have to stand up strongly against it. They desire the support of a central commission. I may be pardoned for stating that, as chairman of the Commission, I have had occasion to resist applications by the hundreds that I would aid in procuring appointments.

The penal provisions in this Act will prevent any abuse of this nature. The Pendleton Bill says, in so many words, that if anybody being an Examiner or Commissioner shall use his influence or practice any deception, &c., to prevent any person from having his fair, just and public opportunity to be examined, then he shall be guilty of a criminal offence, and shall be punished by fine not exceeding \$1,000, or imprisonment not exceeding one year, or by both such fine and imprisonment.

As to opening the door to the miscellaneous examination of everybody who chooses to come there, it is absolutely impossible. Such has been the necessity of limiting it by proper tests as to a *prima facie* fitness to compete, that the English Government, for the last six years, have conducted preliminary examinations to see who should compete—to weed out the hopeless dunces.

It is competent for Congress to declare the general principles that it wishes to have carried out in the departments, but how far they should be carried out, and how they should be carried out, it seems to me, is a matter to be left to executive consideration. If there is any way by which Congress thinks it can compel the President to go further than he approves, it will be for Congress to try to have that done. If the President should say, "I will do nothing about it, I will not provide any such rules, I am totally opposed to competition in any form," I do not know of any way in which Congress could coerce him.

You must bear in mind there is no definition of the term civil service; and when you speak about civil service with no restrictions, I think it covers the whole

civil administration of the United States. You have in the Post Office in New York, 700 clerks. Those who serve under a Post Master are not appointed, they are employed. You have in the Custom House, 1,000 clerks. You wish to have a promotion, and it would be most inconvenient and disastrous to the business of the office to permit all persons in it to compete for every vacancy. We must have a supervising board to devise rules for such cases, or leave it in the frail hands of those isolated boards, who are nothing but subordinates in the offices where the labor is to be done without compensation—and standing on an equality with their fellow clerks—the boards will have no moral weight, they will have no adequate authority.

In Great Britain, the supervising board is independent, even of the Prime Minister. As the matter now stands, if the son of a Bishop or Duke wishes to enter the public service, in any of the branches to which competition applies, he must go through precisely the same form as the son of the humblest sailor or coal heaver, and win his way by superior capacity, or fail. At the very outset of the work of the Commission, Lord Palmerston, as Prime Minister, sent to the Commission to have the papers of a certain person sent to him for inspection, in order that he might be able to exert his influence to get him pushed forward. The Commission met and *made a stand*, declaring that it would not be done, and that if the Prime Minister wished to see them he should come up to the office as any other man, and look at them; and he had to go there or give it up, and he gave it up.

ABRIDGED STATEMENT OF SILAS W. BURT, NAVAL OFFICER OF THE PORT OF NEW YORK, BEFORE THE COMMITTEE ON CIVIL SERVICE AND RETRENCHMENT, FEB. 11, 1882.

I am the naval officer of the Port of New York. I entered the customs service at the Port of New York, in April, 1869, just after General Grant's election. The customs service at New York had fallen into a lower condition than ever before. Mr. Smythe, who had been Collector, appointed by President Johnson, had attempted to use the customs service to aid that part of the Republican party interested in the success of Mr. Johnson's administration. He did not hesitate to use the whole power of his patronage to accomplish that end. During the three years of his incumbency, he made 830 removals out of a total of 903 employed by him. Not only was the Collector recognized as the leader in all partisan matters in the State, but that officer, as well as the naval officer and surveyor, enjoyed large official perquisites in addition to their salaries. These perquisites amounted sometimes in a single year to eight times as much as their salaries for the same period. These officers were naturally induced to pay a large part of their attention to matters connected with these great emoluments, and this, together with their partisan labors, absorbed most of their time, to the exclusion of their official duties. The naval officer was a co-partner with the Collector in the large sums received from seizures and forfeitures. The Surveyor had also the same large personal interest to distract him from his official functions. Thus the general conduct of business was left to subordinates. The good clerks in the service were discouraged by the

promotion over their heads of incompetent and ignorant men. These unskilled and incapable appointees were frequently placed in important positions demanding experienced ability, and their work, if done at all, fell upon some other clerk. There were many sinecurists whose presence or absence from the office or wharf was immaterial, since they were unable or unwilling to render service.

In the Custom House and on the wharves, it was necessary for the merchant to pay a gratuity or fee to most of the clerks and officers with whom he dealt. Specious obstacles confronted him if he refused, and, as complaint brought no remedy, the easiest way was to pay the exaction. These clerks and officers who received them, frequently collected in this way sums double the amount of their salaries from the government for a like period. The avenues to bribery were open wide by these practices, and the lapse from a gratuity to a bribe was easy. Many shifted their fealty from the government they professed to serve to the merchants or brokers who paid them a larger compensation.

What was at first ostensibly paid, as for alleged overwork, was imperceptibly but surely advanced to a bribe for wrong doing. There were weighers and gaugers bribed to make short returns of quantities; damage appraisers to certify a larger per centage of damage than existed; samplers to return a lower grade of quality for assessment of duties, by which the revenue was robbed for the joint benefit of the unworthy official and his tempter and co-conspirators.

The inspectors detailed to steamers received from the stewards of these vessels a regular allowance of liquors.

These supplies the inspector could consume or smuggle on shore. If he had the least tendency towards intemperance, the temptations were freely proffered, and many weak men were ruined by these facilities. The bribery of inspectors to pass the baggage of travelers was a recognized public scandal. The seizures of smuggled and undervalued goods engendered new devices. The net proceeds of these seizures were divided thus: One-quarter to the informer or seizing officer, one-quarter divided equally among the three principal officers, and one-half to the United States. These seizure officers actually encouraged malpractices, and were in collusion with smugglers, who were permitted to make several adventures with impunity, and then could afford to have a lot seized for the benefit of the *guardians* of the revenue.

These vast losses of revenue, this demoralization of the service, these great scandals, were rendered possible and easy by the methods of appointment. Each one attended sedulously to his partisan work, paid large political assessments cheerfully, and re-imbursed himself from plunder from the merchant or the government.

At the end of Mr. Smythe's terms, Mr. Grinnell was appointed Collector. Mr. Grinnell had large experience in political matters. He made a very large number of changes. He was in about sixteen months, and he made over 500 changes. He was removed at the end of sixteen months and appointed Naval Officer, and Mr. Murphy was appointed Collector. Mr. Murphy represented a certain faction in the Republican party, and I think it was his desire to use the customs service for the benefit of his faction. The consequence was that

he was in about eighteen months, and made nearly as many changes as Mr. Grinnell had made. In the meantime, Mr. Grinnell had come into the naval office. He was very much chagrined by the change of position. I was expecting to be turned out, and did not feel like talking to Mr. Grinnell, but after a while I had some conversation with him. Finally, I induced him to permit me to try a new experiment in the office. Mr. Grinnell permitted me to grade the clerks by a competitive examination. A month after that, Mr. Grinnell was removed, even from the position of naval officer; so that experiment, as a matter of course, ceased at that time.

Mr. Laffin followed Mr. Grinnell. He would not listen to my proposition to continue these competitive examinations. The civil service rules were in operation for about two years. During that period, persons were selected by competitive examinations. After that time, the old system was resumed, and appointments were made by favor until President Hayes revived the competitive system.

I would say that every time there has been a popular idea that this system was to be dropped, the class of men who presented themselves, and who have been examined at the next examination, has been of a much lower average grade. For instance, at the last examination the men were of a lower grade than at any previous one, for the reason that after Mr. Robertson was appointed Collector, there being a change of administration, there was a prevalent opinion among politicians and others that the system was going to be dropped; that it had been a mere pet scheme of President Hayes,

and that the authorities would hasten to wipe it out. The consequence was that a large number of persons made application, and openly said it was a mere *bagatelle*; that the examination would not amount to anything; that they had the influences to secure the appointments, and it was simply necessary that they should make application, since the examination was a mere form. That feeling was immediately indicated in the general average of the persons in that examination.

This is one of the troubles that we have had to contend with. I say that the experiment has not had a full, fair trial. During the whole of the period, the general impression has been that it would last but a little while, that public opinion would not support it, and that the political pressure would overturn it. We have had to work under that very great disadvantage. We have not had, until recently, the moral support of the great mass of the people.

You see there is a large share still of the clerks who came in under the old system, and who undoubtedly believe in the old doctrine that was always announced there, that there was an implied contract with the person who was appointed that he should give a certain amount of his salary for the support of the party. That was always announced, and by men of very high position. They said: "You should not be mean. It was understood, when you were appointed and went in there, under this practice, that you would pay 2½, 3 or 4 per cent. of your salary annually; and if you do not meet this demand so made, it is a very mean thing."

Two years ago the State Committee called my attention to the fact that certain persons in my office had been de-

linquent in responding, and they sent me a long list of naval office clerks, with the sums alleged to be due set opposite to their names. I wrote back to the committee that the information they had sent me did not interest me at all; and that was the end of it.

When Mr. Robertson came in he represented one of the factions of the party, and I supposed that faction presumed as their friend was there he must do something for them. The pressure upon him was very great at first. There was a general impression that the system was going to break down, and that induced people to make applications, and to importune him, so that for a long time he was very much embarrassed, and could not pay a great deal of attention to his other official business; but I think the result of the last examination will not only relieve him, but the very fact that we have held an examination, and it was a very rigid one, will convince these people that the system is to be continued. I do not think the present appraiser has had a very earnest feeling in favor of the system. He has felt that it was a doubtful experiment that might be dropped at any time.

When these rules were enjoined on us by President Hayes, they were enjoined upon us contrary to the expressed opinion and wish of the then Secretary of the Treasury. Mr. Sherman never hesitated candidly to say that he thought it was a wrong system. He said he would carry it out, but he thought it was wrong. He did not think it was a proper system of appointment. Generally, he thought it was wrong. He thought parties should be able to control the offices; that if a party had been successful in an election it should have control of all the offices. That was his theory and he was always very

candid in expressing it; but, at the same time, he insisted upon a compliance with these rules, and they were complied with quite rigidly. There was one exception in regard to Mr. Sherman. I had unfortunately, in a revision of these rules, made a modification. I had requested that the rules be modified, and the President subsequently consented to so modify them that temporary appointments might be made of such persons for three months, which might be renewed, if necessary, for an additional period of three months. It was an unfortunate thing, because it was taken advantage of to appoint men temporarily instead of permanently. They got around the rule in Mr. Sherman's time to this extent. The Presidential election was coming on, and there was from every point a constant pressure upon the Collector to put in men temporarily without examination; and the temporary men were generally very poor men. I do not mean that the appointment of these temporary men was a violation of the letter of the rules, but of their spirit.

I will supply you with what forms I think will be of service to you. You will find in this pamphlet some of the actual questions in a recent examination. They are as follows:

What is the sum of

307 millionths,
 $56\frac{1}{4}$ ten thousandths,
 $68\frac{3}{4}$ hundredths,
 5 hundred thousandths,
 $156\frac{1}{4}$ tenths,
 $18\frac{3}{4}$ ten millionths,
 375 units.

At \$0.125 per pound, how much sugar can be bought for \$6,255 ?

An invoice of railway bars specifies 3,622 bars, 127 feet long, weighing 60 pounds to the yard. What will the duty amount to at the rate of 70 cents per hundred pounds ?

A certain invoice, amounting to £384, 8s. 3d., is subject to a discount of $2\frac{1}{2}$ per cent. What is the payable amount in United States currency, the £ sterling being worth \$4.8665 ?

In Geography. What bodies of water and of land separate the United States from South America ?

Name the five important battles of the rebellion ?

In what does treason against the United States consist ?

In Grammar. Correct the following sentences :

A ship sails splendid.

His time as well as his money was lost.

It was arranged between he and I.

Letters. Describe the City of New York.

These same general subjects are embraced in the promotion as in the admission examinations, but the latter are more technical and difficult. In promotion, also, past record is a very important item.

The following are some of the "custom questions" in the promotion examination of March 29, 1881 :

1. What department of the customs first assumes charge of vessels arriving from foreign ports ?
2. What kind of papers authorizes the discharge and delivery of cargoes of merchandise ?
3. What disposition is made of unclaimed goods ?

4. Explain the difference between "bonded warehouses," "general order stores" and "appraisers' stores?"

5. In which division of the Custom House are duties first estimated, and in which finally adjusted?

6. What are the duties and object of the weighers' department?

7. What is done with goods fraudulently imported in violation of the revenue laws?

8. What is the manifest of a vessel?

The board consists of three officers of the customs, one selected by the Collector, one by the Surveyor, and one by myself. That selection is made so as to render the board independent. Only one of them is amenable to any one officer. The board makes out a list of the men according to their standing. Right after the examination to which I referred, I had a vacancy to fill, and notified the board, and they certified to me the names of the three standing first on the list. When the three names come in, I have, under the rules, the option to take any one of them. I send for the three men to appear, and I then try to judge, so far as I can, in order to select from the three. I know exactly what the record of each in the examination has been, and I try to judge, so far as possible, from what they tell me of their past history, and from their general appearance, &c. I have generally selected the one who stood first, but sometimes I have availed myself of my option.

A great many go away with the idea that they have answered every question correctly, and when they find they are marked down 60 or 70, they feel outraged. The first desire of the Collector when he came in was to have an opportunity for larger selection. We had some

talk about it, and he is willing now to take from the three highest. I think the outside pressure is still kept up. The politicians are still unsatisfied. If we had over us a supervising board, I do not think that we could do anything different.

ABRIDGED STATEMENT OF EVERETT P. WHEELER, BE-
FORE THE COMMITTEE ON CIVIL SERVICE AND
RETRENCHMENT.

I am counsel for some of our large steamship companies in New York, who have, of course, a great deal to do with the Custom House officials. I am assured by my clients that, under the workings of the present system, the conduct of the Custom House work is very greatly improved; that goods are entered, the entry is examined, and the duties adjusted and paid more rapidly, more accurately, and with less complaint, than they were under the old system; and further, whereas under the old system it was almost impossible to get any reasonable dispatch for goods without the payment of some gratuity to officers in the government employ, now those things are not thought of. The rules forbid them; nobody expects to get them; they are not asked for, and not given; and the work is better done without such gratuity than it was under the old system, when they were exacted and paid.

The municipal administration of the city of New York is one of the worst in the world, because, unlike our schools, which we have succeeded in entirely freeing from politics, the municipal administration has been parcelled out pretty much between boards which

were supposed to be non-partisan, yet which, practically, have been the most partisan boards, perhaps, in the country.

Take, for example, any one of them. It is not necessary to call names nor to advert to individuals, for the fault is the fault of the system. Take a board of four men, two Democrats and two Republicans. They have a large patronage by way of appointment. Practically, the patronage has been divided between them. The Democrats have appointed their friends, and the Republicans have appointed their friends. Then there have been factions in each party, and as each faction got the upper hand, it turned out the friends of the old faction and put in the friends of the new.

There is no place where the evil of political assessments has grown more than it has with us. I do not speak only of federal officers, but of officials under the State and Municipal governments. I allude to that to point my argument as to the evils of the system. There has been no place where salaries have been kept up to such a height, in order to enable these assessments to be paid and in order to guard against the risk of removals. The premium on that risk which the public has paid to officials in the city of New York is an enormous sum. During the last twenty years, the system has especially prevailed there, and the worst evils of our administration and the greatest fraud have been perpetrated under color of just such contrivances as those to which I have alluded; that is to say, *boards where the patronage was divided*, where there was no adequate supervision, because each side did not feel responsible for what the other did, and hardly felt responsible for

what it did itself, because of the uncertainty of its tenure, and because of the recognized fact that its appointments were made, to a great degree, to further the purposes of a political party or of a faction of that party.

I was told by a Senator the other day, that favoritism had been shown in a particular civil service examination to a degree that vitiated the action of the examining board. Everything depends upon what the questions are. We would have a practical test. I have had experience as a member of the New York Board of Education. Its system in relation to teachers is similar to that proposed to be organized by this bill.

New York City is divided into school districts. Each of these has its board of trustees, and the teachers are appointed by the local boards. Under the old system the boards of trustees were not limited at all in their selections and there was no appeal from their action. Each board had its standard of favoritism or personal selection. There were many incompetent teachers, and a great many appointments were made for political reasons or from personal friendship.

Methods were adopted to correct these evils. A Normal College was established for the education of teachers. The entrance to that college is purely by competition. The candidates go up through the different classes in the grammar schools. They are examined, and so far as the result of the examination develops fitness they are promoted. When the applicants go up to the college and are examined, the best are selected. The process of training and selection continues until they graduate. The selection of teachers is chiefly made from these graduates. *This selection is not limited to*

those who are first on the list. The trustees select from those who are graduated from the college. If there is any complaint in regard to the action of the local boards, they form an appellate court to consider that complaint, and they make such changes from time to time in the rules for the appointment of teachers, and for their promotion, and for their removal in case of incompetency, as seem to them wise and proper. Practically, therefore, under our present system, appointments are chiefly, though not entirely, made as the result of competitive examinations. Very great has been the improvement in the condition of our schools.

We have inherited from our ancestors the conviction of the importance of maintaining common schools, because the education we give in them is really a useful education. We think they do aid the boys and girls who go there, in qualifying themselves for their practical duties in life. If the training they get is a wise training; if the system has worked well, why should not the result of such an education have an influence in determining the qualifications of a person for admission to the civil service of the country? To say that that ought not to weigh in his admission to the civil service is to say that the whole common school system is a failure. The education they have received will tell, and tell for a good deal in reference to their admission to the service. This admission will not depend on the favor of a member of Congress or of the active politician in the district, but on the actual merit of the individual. I believe the system will have a hold on the people of this country that no other system ever had or could have. So far from it being opposed to the genius of our institutions

it is inspired by that genius. It gives us, in the administration of the civil service of the country, fair play. That is the American idea, that there shall not be any favorite classes; that there shall not be any special privileges. We do not expect to see all men equal in capacity, but we mean, as far as we can, to make them equal in civil rights and in legal opportunities. Patronage is a weak point in our American government. The evil as it now exists has grown by degrees during the war, and more especially since the war. This is largely due to the fact that while there has been a good deal of public sentiment against it, yet there has been no one person and no body of persons whose direct duty it was to see that the evils were corrected. There has been a general responsibility placed on persons who had so many other pressing duties that the result has been what we now see.

ABRIDGED STATEMENT OF EDWARD O. GRAVES, BE-
FORE THE COMMITTEE ON CIVIL SERVICE AND
RETRENCHMENT.

I am Superintendent of the National Bank Redemption Agency in the Treasury Department. I was chief examiner under the civil service commission. Applications were required to be accompanied by certificate of good character, sound physical condition, and loyalty to the Union and the Constitution. The rules were very precise as to the mode in which the applications should be made, and all applications which did not conform literally to the requirements of the regulations were rejected. Under the civil service rules, the examinations

for clerks of the lower grades were substantially the same in all the departments of the government. The same methods of examinations were applied, and the range of questions were about the same. Of course some of the examiners were more capable than others, and they secured better results. The heads of departments at that time had very little sympathy with the experiment. I know of no one of them who was thoroughly in sympathy with it, and in some of the departments men not very well qualified were designated as members of the board of examiners, and the results were not as satisfactory as they might have been, if there had been more competent men on the board. In August, 1873, a new set of regulations were adopted, providing for what were known as district examinations, to meet the complaint that the regulations then in force gave an undue advantage to persons residing in Washington and its vicinity.

Under these rules I was appointed chief examiner of the civil service. This system was abandoned in the Treasury Department, in March, 1875. President Grant orally directed Secretary Bristow to discontinue the rules. This action was due solely to the opposition of Congress.

Under the present system there is a constant pressure upon the departments to make appointments, and as a consequence there is a like pressure by the heads of departments upon their subordinates, to devise pretexts for taking on new clerks. The extravagance of the present system was well shown in the examination of the Bureau of Engraving and Printing by a committee of which I was chairman. Of a force of 958 persons,

539, with annual salaries amounting to \$390,000, were found to be superfluous, and were discharged. The committee reported that for years the force in some branches had been twice and even three times as great as the work required. In another division were found twenty messengers doing work which it was found could be done by one. The committee reported that the system of patronage was chiefly responsible for the extravagance and irregularities which had marked the administration of the bureau, and declared it had cost the people millions of dollars in that branch of the service alone. Under this system the office had been made to subserve the purpose of an almshouse or asylum. In consequence of this report, the annual appropriation for the printing bureau was reduced from \$800,000 to \$200,000.

It was found also in the examination that men who had had practical experience in clerical work succeeded best in the examinations. Of 61 persons appointed in the Treasury Department, under these rules, 42 gave their occupation as clerks, 7 had been teachers, 2 were bookkeepers, 2 were students, and 7 had been engaged in mercantile pursuits. Of 5 lawyers who competed no one succeeded, and the same was true of 3 editors and 2 physicians. Of the 61, 42 were men and 19 were women, but nearly all the women were appointed to \$900 clerkships.

A considerable amount of money was saved to the Treasury during the civil service experiment, by the lapsing of the salaries of places which otherwise would inevitably have been filled. I think it is of the highest importance that these examinations should apply to the \$900 grade of female clerks. My observation teaches

me that there is more pressure and importunity for those places, and that more time is consumed by heads of departments, and those having the appointing power, in listening to applications for that grade, than for all the other places in the departments combined; and that when it is discretionary with a department to appoint a man or a woman the choice is usually exercised in favor of the woman. I know a recent case in the Treasury Department, where a vacancy occurred which the head of the bureau deemed it important to fill with a man. It was a position where a man's services were almost indispensable; but the importunity was so great that he was compelled to accept a woman, although her services were not needed. In consequence of this importunity for places for women, a practice has grown up in the Treasury Department of allowing the salaries of the higher grades of clerkships to lapse when a vacancy occurs, and of dividing up the amount among clerks, usually women at lower salaries. In a place of a male clerk at \$1,800 a year, for instance, three women may be employed at \$600. Often the services of a man are required in its highest grade, while the women are not needed at all; but, as the man cannot be employed without discharging the women, he cannot be had. The persons employed in this way are said to be *on the lapse*. In one case, thirty-five persons were put on the lapse fund of the Treasurer's office for eight days at the end of a fiscal year, to sop up some money which was in danger of being saved and returned to the Treasury.

I have no doubt that, under a rigid application of this proposed system, the work of the Treasury Department could be performed with two-thirds the number of clerks

now employed, and that is a moderate estimate of the saving. Any proposal to improve the methods of doing business, which involved a reduction of the force, is necessarily rejected. I have rarely known a Secretary, or even an Assistant Secretary, appointed from political life, to make a serious study of the methods of the departments, or to originate any improvements in them.

In former administrations, I have frequently had clerks appointed on my roll whose services were not required, and against whose appointment I protested. In some cases I refused to set them to work, and after a while they were transferred to other rolls. The head of a business house who would force clerks on his subordinates in this way would very soon find himself on the list of bankrupts. Continued raids are made on good clerks in order to provide places for others. Every pretext is resorted to to make vacancies. Clerks suspected of being Democrats are ruthlessly slaughtered. One of my best book-keepers was discharged on that ground, although he was appointed under the civil service rules and never spoke about politics. I have no doubt, from general information, that the same system prevails with like result in all departments of the government.

The act of 1853, still in force, requires every person appointed to any of the four grades of clerkships to be examined and found qualified by a board of three examiners, but these examinations, where they have not fallen into complete disuse, have become entirely insufficient. There is no rigid standard, and it is discretionary with the examiner to say whether a candidate has passed or not. I have been told that the standard in one department, at least, is very elastic, according to the

amount of pressure in favor of the nominee. When it is not desired to appoint him, the standard is very high; when there is strong influence in his favor, the standard is lowered.

Whether it is due to the system of appointment or to the opportunity of employment elsewhere, the class of persons obtaining employment is deteriorating. I have heard a head of bureau deplore the impossibility of getting men of good qualifications in the lower grades from whom to fill vacancies as they occur in the higher grades. The Treasury Department to-day is almost demoralized by the fear of arbitrary changes in the clerical force. I do not know that the fear has any foundation, but the mere fact that there has been a change in the head of the department has unsettled and demoralized the force to a surprising degree. The same thing occurs every time there is a change of administration or of Secretary, and to a less extent whenever a new head of a department is appointed. It is a continued system of terrorism and demoralization. I have known a poor woman, who had a job of washing at \$10 or so a month, required to share the job with another on the demand of one of the highest officers of the government.

ABRIDGED STATEMENT OF A. W. BEARD, COLLECTOR OF
CUSTOMS FOR THE PORT OF BOSTON AND CHARLES-
TOWN, BEFORE THE COMMITTEE ON CIVIL SER-
VICE AND RETRENCHMENT, FEB. 18, 1882.

The statement of Mr. Beard is of great weight, as it is the statement of business, in a business way, by a business man. He says :

I am Collector of the Port of Boston and Charlestown, and have been since April 1, 1878. Connected with the Boston Custom House are about four hundred employees who hold commissions in the service aside from laborers. When I took the office I made two rules for myself in regard to the employees that were then in office.

The first was as to their competency: Whether they were competent to fill the positions they held; second, as to their character in the neighborhoods where they lived; and I made it a practice not to remove if they had those two qualifications, competency and good character. In three years and ten months the number of removals in the force in my department has been 56. The removals have been invariably for cause. I mean by "cause," inefficiency or some bad habit, with, perhaps, three or four instances where there has been nothing against the performance of the duties of the office, but it was a matter of circumstances connected with their original appointment, and to make place for some deserving soldier. One deputy collector, at \$3,000 per annum, was among the new appointments.

There were four deputies in my office. I re-appointed three and appointed a new one. With regard to promotion in the clerical service, this system has been followed: The clerks are divided into three divisions under deputies. Then there is a division of clerks under the auditor, and the cashier has several clerks. The way that I would get at the promotion of the clerks would be by getting the opinion of the head of the division as to the clerk most deserving of promotion for his industry, and his qualifications in each division; then get the deputies together and the auditor, and

compare the qualifications of the different men that were first in each division. If I had only one promotion I must make a selection from the best of the several divisions. That has been the system followed. At the same time, it took me but a little while to have a personal knowledge of every clerk, and know something about his qualifications myself.

As to the outside force, which comes directly under the surveyor, I have a report at intervals which is partly confidential in its nature, from the surveyor's department of the qualifications of the different employees in the services, the day inspector, the night inspector and the assistant weighers, in which they are graded from one to five. That record is always before me, if there is anything to be done in that department in the way of promotion. You can see that promotion in the force under my charge is the result of *competitive service* determined by those having the best opportunities for observation of actual performance of duties.

The surveyor understands that any report to me of conduct improper for an officer insures his discipline, and if it is of sufficient consequence, his removal, and that he is not required to keep any man in his force who is not qualified for the position. So, if he should report an officer incompetent, I would recommend the removal of that officer. I have had no formal rules, no formal board of examination. As it is, it has brought the responsibility of appointments on myself. I would not assume a responsibility when I did not have all the rights belonging to that responsibility. I mean all the power necessary for an efficient administration of the business I was responsible for. I think an officer should have

force enough to say to the friends outside, that he would make his own appointments so long as he was responsible for the administration, without the help of a board. If he needed a board to assist him, I do not think he would be a proper man for such a place. No matter how high the standard of examination is fixed for the qualification of the employee, I should want the right of selection from all who passed that standard. I would not want the one marked highest among the applicants forced upon me for a position, if I did not think he was qualified for the position myself. Then would come in the question of personal responsibility of the officer in charge. I would hold all these officers on probation all the while. They are practically to-day, and they would be practically under either of the bills that I have looked over, on probation. They are removable for cause at any time, and inefficiency is a cause. My idea, as I said before, would be that you should have a standard of examination below which a man should not be appointed, and above which the right of selection should lie with the appointing power.

With regard to the service outside the clerical force, I do not think the public generally, and perhaps even members of Congress, are well posted with regard to the division of labor of custom houses. Less than one-fourth of the force in my department is clerical.

We have eighty to ninety inspectors. An inspector's duty under a surveyor is to go on board a ship, when it comes to port, and take possession, compare the cargo with the manifest of the ship, see that everything that is on the manifest is accounted for, and see that everything on board that ship is on the manifest.

We have steamers coming in with from two thousand to five thousand tons of cargo. They get in on Monday or Tuesday, and that entire cargo must be discharged, and all these comparisons made with accuracy, and the ship reload and depart, by the next Saturday. It crowds into a few days a great deal of work, a great deal of business, and it requires first-class business ability to perform the duties of inspector. The inspector must be a good business man. I do not think that place should be filled, as a rule, by promotion. You can see at once what kind of ability it needs to take charge of a vessel and see that the cargo corresponds with the manifest. The responsibility of delivery is on the inspector. We have three or four to a ship—some times more; but there is one who has the responsibility of the cargo upon his shoulders—he is responsible for it.

Then all the cargo must be weighed that is weighable, and it requires a very high class of ability in the weigher. It requires even a better business capacity to make the returns and make the weights accurate than is required of an inspector. I do not think the position of weigher could always be filled by promotion. A man with business experience, wholesale grocer, for instance, or a retail grocer, any man who had to do with mercantile business, with the weighing and delivering of goods, might be found more competent to take that position of weigher, and superintend and manage men, than any man already in the force, though in the cases I have had I have filled them by promotion. I have made two appointments of weighers and filled them by promotion, but I do not think either has been fully successful. I think I could have gone outside the force and taken some

competent business men, and been better satisfied with the result. With regard to filling the clerical positions by promotion, that is practicable in most cases till you get to deputy collectors.

Deputy collectors' commissions expire with their chief's, and new deputies are appointed when there is a change in the collectorship. I should suppose that under either of these bills, they would have to be filled by promotion. Now, as collector, responsible, giving bonds for the faithful administration of the office, I would not want men to be made deputies, authorized to use my name, in whose selection I had no power, or that I was obliged to select from the force already in service when I took possession of the office. As to the men who are my lieutenants, for whom I am responsible, I should want a right to select those men from the force or outside of the force. I would feel the same about the confidential clerk who is, practically, the collector's private secretary.

A man who gives his bonds for the discharge of the duties of an office like the collectorship, and who is obliged to place deputies in that office, for whom he and his bondsmen are responsible, should not be limited in the selection. I am responsible for the action of my deputies. My deputies classify goods, levy duties and collect duties, and it is impossible for me, with a hundred entries in a day, to know just what is done. I am liable to be sued by the merchant for any illegal exaction, and that matter is done by a deputy. I am obliged to have a special deputy in my absence, who signs checks, and I am held responsible for him. He does not give bonds to the department! I do! And if he should in my absence use the public money, I am responsible. Just so

with the cashier. I am responsible for the cashier. He ought not to be appointed either by promotion or by examination, by anybody else than the collector. Every appointment is confirmed by the Treasury Department, under the present rule. The auditor, who draws all checks, through whom all disbursements are made, I take bonds from. I am responsible for him. He ought not to come under the provision of promotion or examination.

One great object in passing the civil service bill before Congress, as Senator Butler remarked, is to prevent removals and appointments on political pretexts; but it seems that parties are to be recognized in the first section of the bill, by two of one party and one of the other party being on the commission. This would give a majority to one party. You cannot avoid political influence so far as the moral influence of that commission would be on one side or the other, according to which side had the majority.

ABRIDGED STATEMENT OF GEORGE WILLIAM CURTIS, BEFORE THE COMMITTEE ON CIVIL SERVICE AND RETRENCHMENT, FEB. 26, 1882.

My official relations to this subject for a time under General Grant's administration, brought me into confidence with a great many official gentlemen in various parts of the country, and in various branches of the service. On one occasion there was a very heavy assessment made in the New York Custom House. A body of gentlemen connected with the service there, made representations to me of their absolute inability, with

justice to their families, to pay this assessment in addition to others that had been levied at about the same time, during the same year. I replied, of course, that, officially, I had nothing to do with the matter, but, knowing the Collector, I would wait upon him and see what could be done. I went to the Collector, whom I knew personally very well. I stated the case of these gentlemen, and he heard me with politeness—with impatient politeness—and when I had ended he brought his fist down on the table with great emphasis and said, “Well, Mr. Curtis, for every one of the gentlemen in this office who are unwilling to pay this assessment, I know of at least fifty, whose names are duly registered, who would very willingly take the place with all the incumbrances.”

Mr. Jefferson, although he was entirely willing to use the patronage of the government politically, thought it would be impolitic. He saw what the consequence must be, and he laid down the principle, to which he endeavored to conform, that there should be what he called a fair proportion. Each party should have its fair proportional share of the offices. This had been DeWitt Clinton’s principle in New York, under the council of appointment. This plan Mr. Jefferson carried out. During Mr. Jefferson’s administration, he having conceded the principle that the patronage of the minor offices might be used politically, held the gates against the gathering flood that was becoming more and more powerful, and when Jackson came in, the spoils carnival was simply the bursting of the gates from which Jefferson had drawn the bolts, and which he held by main force.

Some years since, there was a form—it was nothing more—of application of the rules at the custom house in

New York, and the board of examiners was a board selected by the Collector. As the Collector at that time, however, was not favorable to the scheme, he was open to the suspicion of "putting an infant to his enemy to nurse." I attended one of the examinations, and what I saw was plausible and fair, but I was aware I could not see everything, or really know the facts, and, as I did not suppose the scheme to be in favor, I attempted no more. I am not of my own knowledge in a position to speak of these examinations further.

The system of appointments which is practiced in this country to-day, if not to be defined as aristocratic, is absolutely oligarchic. I suppose, upon a moderate computation, ninety per cent. of the persons who are fit and naturally desirous of serving the public have no chance whatever to enter the public service, nor even the opportunity to try to enter it. What we want is a fair competition of all who desire to enter the service. I say the spoils system is oligarchic. The English service, open to competition, is the most absolutely democratic. Within the range of places open to competition, the son of the Archbishop of Canterbury, the son of the Duke of Leeds, has no possible advantage over the son of a coal-heaver. Mr. Gladstone, when he was last prime minister, made a speech to his constituents at Greenwich, in which he said, "I am the head of the treasury, but I have no more voice in the appointment of the clerks in the treasury than any of you who hear me."

Referring to what is called the book examination, what we need in the branches of the civil service to which the general scheme applies, is fitness in the largest sense. This includes character, and what is called

faculty, tact, adaptiveness. A man may know all the Greek and Roman history, and be able to solve all the problems of Euclid, but he may not have that peculiar tact, quickness, insight, which is desirable. He may not have that knowledge of men, that gift of prompt dealing with affairs which is indispensable in a thousand offices. He may not have good manners, and in a public office good manners, as President Arthur says in his message, are very important. There is no more determined effort than that which is made to persuade the public that what is called the competitive system means that a man who knows the stars in the constellation of Orion better than somebody else, is, therefore, fit to be made a messenger in the custom house, or an appraiser of lace. The truth is that fitness, in a large sense, being the objective point in any public service, the competitive scheme is the only one that provides for ascertaining it, and that not by "book examination," but by ACTUAL EXPERIENCE or probation.

Mr. Thurlow Weed occasionally writes a letter to discredit the reform, and he says the man who answers the most questions gets the best place. As a matter of fact in one sense, that has nothing to do with a man's getting a place. The book examination is the first barrier which is interposed to personal pressure and influence. The book examination, or a reasonable test of general intelligence, breaks down personal pressure.

At an examination within this past month, all the papers were exceedingly reasonable. There was not a question to which any valid objection could be taken. There were perhaps eight or nine series of papers. One of them was simply a request to write a business letter

upon a simple subject that was presented. Another contained a few general questions in regard to subjects upon which every fairly informed man has some knowledge. There was still another paper of easy geographical questions, these being custom house appointments. The rest of the papers bore directly on the duties to which the person, if appointed, would be immediately assigned. These seventy gentlemen who applied to be clerks in the custom house, and whose first duty would be to *deal with figures*, were requested to write in text the sum expressed by certain figures. The next proposition was to express by figures the sum written in text. Within half an hour three of the gentlemen came to the table and put down this first paper and said they withdrew from the examination. They were unable to answer the questions, and saw that it was useless to proceed.

ABRIDGED STATEMENT OF JOHN L. THOMAS, COLLECTOR
OF CUSTOMS FOR THE PORT OF BALTIMORE,
BEFORE THE COMMITTEE ON CIVIL SERVICE
AND RETRENCHMENT, MARCH 4, 1882.

I was elected to Congress in 1866. I was appointed Collector of Customs for the port of Baltimore by General Grant in 1869. I devised some rules of my own, in which I constituted myself the chief examining board, and appointed my two deputies to assist me in examining all applicants for clerkships in the custom house; and in every appointment which I made to a clerkship, the applicants were always submitted to an examination as to their qualifications for the particular desk for which they were applicants.

I found not only in my first term, but in my second term, that there was great pressure from all parts of the State for changes on the part of politicians, not for the good of the service, but for what they claimed to be the good of the party. There was hardly a day that I was not pressed by somebody from some section of the State to remove somebody and put somebody else in office. The result of all that was, that men who were originally friends when I first went into office, because I resisted their importunities and kept in good men, became bitter enemies.

As the law now stands it makes the Chief, like the Collector, of Customs responsible for his subordinates, and, in case any of his subordinates become guilty of malfeasance or misfeasance, the chief on his bond is held responsible, and that being so, he ought to have something to say in regard to who shall be retained or appointed as his subordinates; and if a law is passed organizing a board under the power of the general government to examine all applicants for office, and the persons so passed upon by them shall fill the subordinate positions in the custom house, the law should be so changed as to make every man responsible for his own acts, and not hold the Collector responsible for appointments made in that way. There is in the Baltimore Custom House a force of one hundred and eighty men. There are only two of that number who were there before I went into the office in 1869. Since that time no Democrat has been appointed. I did not appoint any Democrat. I do not think there is any one in the service there who is not a Republican. Of course, in relation to politics, I do not suppose there was anybody of the opposite polit-

ical party who ever applied for a position there. I did not know of any. The applicants were all known to be Republicans, and, generally, in every application they would state what their services were in the party. I think it was pretty well understood that no others need apply. When I was pressed to make removals, the general allegation of a cause why the removal should be made would be, that the man they wanted removed was not serviceable to the party, or was a political enemy, or something of that kind. If they could bring any charge against any person of malfeasance or nonfeasance, they would be very sure to find it out and bring it; but in the majority of cases there would be no charge of that kind. It would be simply that they had been there long enough, or that a better man to the party ought to have the place.

The Collector is responsible legally for all his subordinate officers, I mean financially responsible. I retained a Deputy Collector who was a Deputy Collector under my predecessor. I discovered that he had been stealing, and I had him arrested and indicted, and on investigation, it was discovered that he had stolen some \$28,000 to \$30,000 from my predecessor and myself. I was legally responsible with my predecessor for every dollar that man stole, and I was compelled, as my predecessor was, to come to Congress and ask for relief, and Congress passed a bill for our relief; otherwise we should have had to pay that amount of money. It was a total loss to the government. I afterwards compelled, not only the auditor who disbursed all the money, but the cashier and his deputies and clerks, who received all the money, to give me a personal bond, which was an additional

security to me. I required this of my own motion. The law does not require it. I think it would be well for the government to require security to be given by every person who receives or handles money. In case a vacancy should occur in any of the places now under a Collector, and his power was taken away from him under the law to make a proper appointment, and should be given to a board with which he has nothing to do, I should think he ought to be relieved of the responsibility of these appointments.

ABRIDGED STATEMENT OF HENRY HOBART BATES, BEFORE THE COMMITTEE ON CIVIL SERVICE AND RETRENCHMENT, MARCH 18, 1882.

Mr. Bates said: I entered the Patent Office in 1868. I was appointed as second assistant at that time. I have been there ever since.

There are approximately one hundred examiners, twenty-four principal examiners in charge of divisions, and three assistants of different grades to each principal. This does not include the clerical force of the office, which has not hitherto participated in the competitive system. The classes are divided into such separate branches as can come consistently under the charge of one expert examiner. One of our first qualifications for assistant examiner is his capacity to read a mechanical drawing. If a man cannot read a mechanical drawing he is disqualified. So also in respect to a lack of knowledge of elementary mechanics and of physics in our business.

In 1880, the Secretary, in concurrence with the Commissioner, designated me to be one of the board to hold

an examination for admission to the examining force as well as for promotion. We had, say eighty-five applicants, yet that was a selected number. The eighty-five had been selected from two or three hundred; these candidates were admitted to the examination somewhat with reference to political reasons. It is not everybody who applies that is admitted to the examinations. The Commissioner and Secretary admit those people whom they suppose are eligible for any reason, political or otherwise, and they exclude others. The Secretary has his own ideas and own discretion about that, and if he chooses to make a political test there, he can do so. There is nothing to prevent it that I know of. He picks out a list on grounds satisfactory to himself, and all we have to do with it is to examine the persons named.

APPENDIX.

As the writer of this treatise has made some slight "footprints on the sands of time," which, if seen, may cheer the penniless orphan in his aspirations to a higher grade of education, it seems proper to append the following brief sketch. William B. Wedgwood is a native of the State of Maine. He was born in the town of Parsonsfield, County of York. He was not quite two years of age at the time of the death of his father. At the age of seven his mother placed him under the care of Maj. John Moore, a wealthy and intelligent farmer of that town. For the next ten years he attended the public schools for six months in the year, and worked on the farm for six months.

In the fall of 1828, he attended the academy at Wolfborough, N. H., where Vice President Wilson received his academic education. He taught his first school in that town the following winter. He spent the next six months in the service of David S. Greenough, at Jamaica Plains, and at Cohasset, Mass. In the fall, he entered the academy at Effingham, N. H., then under the instruction of the Hon. James W. Bradbury, of Augusta. The next fall, he entered the academy at Limerick, Maine, where he completed his preparation for college under the instruction of the Rev. Asa D. Smith, D. D., late President of Dartmouth College.

He entered Waterville College in the fall of 1832, in the class of the late Judge Dickerson, one year in advance of Gov. Benjamin F. Butler. Rev. Dr. Chaplin was then President of the college. On the 4th of July, 1834, the students had a celebration, and a dinner at the Hall on the college grounds. On the morning of the 5th, the students assembled in the chapel for prayers. The services were conducted by one of the professors. The President then addressed the students. He commenced by saying, "Young gentlemen, you must be aware that the Faculty are displeased with your conduct in your celebration yesterday. When we heard your shouts of applause, we really thought you were inebriated, but we are glad to learn that you used no intoxicating liquors, but we are compelled to say that you conducted yourselves more like boors and jackasses than like gentlemen." Immediately after leaving the chapel, the students sent a petition to the President, asking permission to hold a college meeting. This privilege was denied by the President. The Philomathean

Society was then called together, and all the students were invited to attend. A college meeting was organized. A delegation of two members of each class was sent to the President to explain the circumstances under which the celebration was held, and to inform him that his remarks had created intense excitement, endangering the harmony and friendship hitherto existing, and to entreat him, for his own interest and the prosperity of the college, to modify or withdraw his objectional language. Mr. Wedgwood was one of the delegates from his class. The delegation waited on the President, but he refused to make any withdrawal or modification. The excitement continued to increase during that day, and the next day, at evening prayers, the professor who conducted the services announced to the students that Dr. Chaplin was no longer President of the college—that he had forwarded his resignation to the trustees. This announcement at once allayed all excitement. Dr. Babcock was soon after elected to fill the vacancy.

About this time Wendell Phillips and William Lloyd Garrison visited the college and lectured to the students on abolition. As nearly all the young men in the college spent their vacation in teaching, these lecturers shrewdly suggested to them that, as they were all expecting to become public men, it would be a valuable exercise for them to prepare a lecture on some subject and deliver it in the district where they should teach. They offered to furnish the students with statistics and documents to aid them in the preparation of their lectures if they should choose the subject of abolition. This resulted in sending from the college, the following winter, a hundred young men as lecturers on abolition.

Mr. Wedgwood taught in Dixmont the following winter. He prepared a lecture and delivered it in the district. Senator Knowlton, for many years in the Maine Senate, presided. His son, Hon. Ebenezer K. Knowlton, was one of his scholars.

The following winter, Mr. Wedgwood taught at Orono. He was invited to lecture there on the subject of abolition. He accepted the invitation, and gave notice that he would speak for one hour and allow half an hour for an answer, reserving to himself fifteen minutes for a reply. Gov. Washburn was then a young and rising lawyer in that town, and he was selected to answer the lecturer. The programme was strictly carried out in the presence of a large and enthusiastic audience, but the sympathy of the audience was clearly on the side of abolition.

The next fall he left Waterville College and entered the University of the City of New York, where he was graduated in 1836. Soon after graduating, he was invited to take charge of the Dutchess County Academy, at Poughkeepsie, N. Y. He was Principal of that institution for two years. Four of the students then preparing for college under his instruction, have become judges of the Supreme Court of that State.

In 1838, he commenced the study of the law at Poughkeepsie, under the instruction of Seward Barculo, one of the Judges of the Supreme Court. In 1840, he left Poughkeepsie and entered the office of Attorney General Ambrose L. Jordan, in the city of New York. He took an active part in the Harrison and Tyler campaign. He formed an intimate acquaintance with and friendship for Hon. Horace Greeley, which continued

to the time of the death of that distinguished citizen. He aided Mr. Greeley, materially, in securing that unprecedented circulation of his campaign paper, "The Log Cabin."

In 1841, Mr. Wedgwood was admitted to practice at the New York Bar, and went into business with Abraham Christ, at 49 Nassau Street. Mr. Christ was on board the Hudson River steamboat Henry Clay, at the time she took fire, and, being an expert swimmer, he succeeded in getting several passengers to the shore, but at last so many caught hold of him that he was carried down and drowned.

Mr. Wedgwood, in connection with his early practice, was constantly engaged in disseminating a more thorough knowledge of our institutions and laws among the masses of the people. He got up a course of popular debates at the Broadway Tabernacle, in which he acted as Secretary, and the Hon. Hugh Maxwell was President. In this course the question of the abolition of capital punishment was debated for three evenings between Hon. J. L. O'Sullivan and Hon. Horace Greeley in favor, and Rev. George B. Cheever and Rev. Samuel Hanson Cox in opposition. Mr. O'Sullivan had been a member of the New York Legislature the previous year, and had made an elaborate report in the Assembly in favor of the bill for that purpose when it was before that body. Mr. Greeley was then the editor of the Tribune. He was well known as an editor. This was one of his earliest efforts as a speaker. Dr. Cox was an orator, and Dr. Cheever was distinguished by the logic and strength of his argument. The house was crowded to overflowing during the three evenings. Mr. Greeley

said at the close of the debate, "Mr. Cheever, you have routed us, horse, foot and dragoons, but we console ourselves with the idea of Napoleon, that victory does not always establish right, but is always on the side of the heaviest guns." Mr. Cheever's argument was published, and it still has great influence in sustaining the law where it exists, and restoring it where it has been repealed.

In 1844, Mr. Wedgwood made an effort to secure a more general diffusion of the knowledge of our constitutions and laws among the masses of the people. He prepared a work, suitable for that purpose, on the constitution and laws of the State of New York. This work sold to the extent of over one hundred thousand copies. His effort was approved and applauded by the press, and by the friends of popular education generally.

He took a deep interest in the campaign of 1844. He had made the acquaintance of Mr. Clay, and was intimately acquainted with Mr. Frelinghuysen, who was then Chancellor of the University of the city of New York. He heard the last speech made by Mr. Clay at Raleigh, N. C., before he was nominated at Baltimore. He visited Mr. Clay at Ashland, during the progress of the campaign. Mr. Clay said to him, "I have defeated myself and my party. I have written two letters on the annexation of Texas, one intended for the North, and one for the South. My political enemies are making more capital out of these letters than my friends. I do not regret my own defeat, but I do regret the defeat of my party." Mr. Wedgwood told Mr. Clay that he was decidedly in favor of the annexation of Texas, and that he was prompted in advocating that measure by his op-

position to the extension of slavery—that although England, France and the United States had entered into a triple alliance to suppress the slave trade, and had made it piracy for the subjects of either nation to engage in it, that Texas was not bound by that alliance, and could allow the importation of slaves, but, if admitted into the Union, she would be bound by that treaty. Mr. Clay assured him that if elected he should not oppose the annexation of Texas.

Mr. Wedgwood afterward visited General Jackson at the Hermitage, with an intimate friend of the General who had just returned to Tennessee from New York. He reported to the General that he found the banking interests of the State strongly in favor of Mr. Polk, and opposed to Mr. Clay and a United States Bank. The music of coming victory was everywhere heard. As in 1840, it came with the refrain—

“ Van, Van, Van, is a used up man,
And with them we'll beat little Van.”

Now it comes with—

“ Poor Henry Clay, poor Henry Clay,
You can never be President,
For Polk is in your way.”

Mr. Polk was elected, and Texas admitted into the Union.

In 1845, Mr. Wedgwood visited England. He was invited to deliver the opening lecture in the course of 1846, before the Western Literary and Scientific Institution at Leicester Square, in the city of London, and was requested to speak on the subject of slavery in the United States. He accepted the invitation, and on the 8th of January, 1846, the anniversary of the battle of

New Orleans, he delivered his lecture before a distinguished audience of English and American citizens.

He traced the rise and progress of slavery from the landing of twenty negro slaves at Jamestown, from a Dutch man-of-war, in 1620, to the time of the Revolution. He claimed that up to the time of the Revolution, England and the United States were one nation, speaking the same language, and governed alike by the principles of the common law, and that every act which tended to the glory or shame of the one country, tended to the glory or shame of the other. After the Revolution each was separately responsible for its own acts.

He then proceeded to show the progress of the United States in the cause of emancipation. She had abolished slavery in a majority of the original States. She had secured to freedom the north-west territory by the Wilmot Proviso, embracing five large States. By the Missouri compromise, introduced by Henry Clay, she had prohibited slavery in all her territories west of the Mississippi River and north of latitude thirty-six thirty. He said: "This audience will acknowledge that we have done much in the cause of universal liberty, and we shall not cease from our efforts until our flag proclaims to the world what England's flag now proclaims, that all over whom it waves are free. But how can this be accomplished? I answer, England has furnished the only equitable and legal precedent. She exercised the power of eminent domain, a power existing in every government, which authorizes the government to take private property for public purposes, on paying a just compensation therefor. England exercised this power, set free all the slaves in her Territories, and paid the owners

their value. The slaves in the United States would not be valued at more than three hundred dollars each, and the value of all the slaves would be less than twelve hundred millions. *I am in favor of adopting England's compulsory compensative policy in the United States."*

This lecture gave great satisfaction to the Americans in London, and he was invited to dine, on the following Sunday, with the American Minister (Mr. McLain), where he met George Peabody, the banker, Washington Irving, Minister to Spain, Gansvort Melville, Secretary of Legation at London, and N. P. Willis. He took a deep interest in the success of the Colony of Liberia. He was a member of the Board of Managers of the New York Colonization Society, and was twice selected to deliver the annual address at its anniversaries.

In the summer of 1846, he returned to New York and resumed the practice of the law. He was engaged in many of the most important suits of that day. The French government had retained Francis B. Cutting and Francis R. Tillou, two of the most eminent lawyers of New York City, to secure the extradition of Nicholas Lucian Metzgar, charged by that government with embezzlement in the office of Notary Public, and escaping to the United States with a large amount of public and private funds. They procured a warrant from Mr. Justice Drinker, of the Police Court of the city of New York, and Metzgar was arrested. He retained Ogden Hoffman and Mr. Wedgwood to defend him. They demanded a hearing before the Justice, which occupied six days. The decision of the Justice was against the prisoner, and he delivered an elaborate opinion, which was pub-

lished in the New York Tribune, occupying four or five columns of that paper.

Mr. Wedgwood, in consultation with Mr. Hoffman, raised the question of the jurisdiction of the State courts in cases arising under treaties with foreign countries, and desired to test that question on *habeas corpus* before one of the Judges of the Supreme Court. Mr. Hoffman expressed doubt on that question. He said to Mr. Wedgwood, "You are a young man, and can afford to make a mistake. I cannot. If you will procure the writ in your own name, I will assist you in the argument." John W. Edmonds, one of the justices of the Supreme Court, issued the writ. After full argument by the counsel on both sides, Judge Edmonds decided that the State courts had no jurisdiction in any case arising under a treaty with a foreign nation, unless specially conferred by Congress. The prisoner was therefore discharged from custody. He was then arrested in the United States Court, and finally discharged on the ground that Congress had neglected to pass a law directing the mode of carrying the treaty with France into effect.

In 1848, he received the unanimous nomination for member of Assembly, in the Fifth Ward in the city of New York. The Whig party then had a majority of six hundred in that ward. He, however, declined the nomination. Ambrose L. Jordan was then a candidate for the office of Attorney General, and Hamilton Fish was a candidate for Lieutenant-Governor, to fill a vacancy for one year. They were both elected. At their request, Mr. Wedgwood consented to spend the session at Albany, and take charge of the Journal of the Senate.

There were three young men in subordinate positions in the Legislature of 1848, who had official access to every member of both houses. They met one evening and nominated Hamilton Fish for Governor. They agreed to make a canvass of both houses, and ascertain the wishes of the party, and in the course of two or three weeks every Whig member of both houses had pledged himself to support Mr. Fish. This was done without the knowledge or consent of Mr. Fish. John Young was then Governor, and a candidate for re-election. When Mr. Wedgwood informed Mr. Fish of the result of the canvass, Mr. Fish strongly objected to the use of his name as a candidate in opposition to Mr. Young, but so great was his popularity, that almost the entire convention voted for him; Governor Young getting but twenty-seven votes in the convention. Mr. Fish was thus placed in the rank of rapid promotion from Lieutenant-Governor for one year to Governor for two years, to United States Senator for six years, and Secretary of State for eight years.

In 1850, California was admitted into the Union as a State, and soon after the Missouri Compromise Bill was repealed. The repeal of this bill created great indignation throughout the free States. Public meetings were called to denounce the action of Congress. A public meeting was called at the Park, in the city of New York. Mr. Wedgwood presided at that meeting. Delegates were sent to a State Convention to meet at Saratoga. He was one of the delegates. At this convention it was proposed to organize a new party, founded on the principle of no more slave territory. Mr. Wedgwood was solicited to lead that party as its nominee for gov-

ernor. He approved the principle of "no more slave territory," but strongly opposed the formation of a new party. He believed that the time had not fully come for such action. He saw in such a movement the end of the old Whig party. He preferred to wait and see the effect of the opening of Pandora's Box in Kansas. The proposition to form a new party at that time was defeated.

Mr. Wedgwood has always taken a deep interest in the education of the people from the primary to the professional schools. He had often expressed a desire to see a Law School established in the city of New York. He brought the subject before the Alumni Association of the University at their annual meeting in 1857. He was appointed chairman of a committee to investigate and report at their next annual meeting. The report was made at the alumni dinner at the Astor House in 1858. It set forth the local advantages of the student at law in attending a law school in that city, and recommended a plan of organization. This report was published, and it resulted in the establishment of two law schools the next fall; one in connection with Columbia College, under the direction of Prof. Dwight, and one in connection with the University, under the direction of Prof. Wedgwood.

When the Prince of Wales visited this country in 1860, and was about to visit New York City, Prof. Wedgwood suggested to Chancellor Ferris the propriety and desirableness of extending an invitation to him to visit the University. The Chancellor brought the subject before the Council, who were of the opinion that it would be useless to invite him, as he would have so many places to visit that he would not accept the invi-

tation. Mr. Wedgwood then asked the Chancellor if there would be any objection to his making a personal effort to secure a visit from the Prince. He replied, "Not at all, we should all be delighted if it could be accomplished." Prof. Wedgwood went immediately to the office of the British Consul, and stated to the Consul that as the Prince of Wales was then a student at Oxford, and his father, Prince Albert, was then Chancellor of Oxford University, the Council, Chancellor, Professors and students of the University of the city of New York desired to receive a visit from the Prince on his arrival in New York City. The Consul said the arrangement of the visits in New York was left to him, and if a formal invitation were left with him he would forward it, with his dispatches, to the Prince, then in Cincinnati, that afternoon, and it would be accepted. Prof. Wedgwood reported to the Chancellor, and he requested him to act as Chief Marshal, and take entire charge of the reception according to a programme to be arranged between him and the British Consul. In the order of the visits of the Prince, the visit to the University was placed at the head of the list. The reception was to take place in the chapel of the University. Tickets were issued to invited guests. On the morning of the reception, the Council, the Chancellor, the Professors of the different Faculties, and the students of the different departments and classes assembled at nine A. M., in full University dress, and were organized under their Deputy Marshals. The students were arranged in double columns along the halls, the corridors and stairways where the Prince was to pass from his carriage to the chapel. At ten o'clock, precisely, the Prince and his suite arrived at the Uni-

versity, and alighting from their carriages were received by Prof. Wedgwood, as Chief Marshal, and conducted to the Chancellor. The procession then moved to the chapel. As the venerable Chancellor entered with the young Prince on his arm, Dodworth's Band played "God Save the Queen," and a thousand ladies rose to welcome the young son of Queen Victoria, and heir to the British Crown. The Prince was conducted to the platform erected in the chapel, followed by the members of his suite, and the Counsel and Professors of the University. The Chancellor then read his address of welcome. Prof. Morse made a short address. He was on deck in mid-ocean, when the idea of the Electric Telegraph flashed into his mind. His first experiments were made in that University. When he went to England with his infant telegraph, a noble Lord, whom he then recognized on the platform, kindly took him by the hand, and greatly aided him in nursing it into vigorous life. The formal exercises then closed, and an informal introduction followed. The members of the House of Lords accompanying the Prince, expressed great pleasure in meeting four distinguished professors of the University, Professors Draper, Bedford, Morse and Mott. After a pleasant visit of an hour, the Prince and suite returned to their carriages, and as they left, the students, drawn up in lines on the sidewalk, gave three times three hearty cheers for the Oxford Student.

When the Tax-payers' Reform Association was organized in the city of New York, Mr. Wedgwood was an active member and secretary of the organization. It embraced six thousand of the largest tax-payers in the city. They held the balance of power in the three exist-

ing political parties. Three candidates had been nominated for Mayor. A convention of the Tax-payers' Organization was called at the Everett House to determine who should be elected. Sixty delegates were present, representing more than thirty millions of taxable property. A committee of three was appointed to wait upon Messrs. Boole, Gunther and Opdyke, the three candidates nominated, and ascertain their views on the subject of reform, and recommend a candidate to be supported by the Association. Mr. Wedgwood, as Secretary of the Association, was directed to attend the committee. The committee executed their trust and unanimously reported the name of Mr. Gunther. Mr. Wedgwood moved to substitute the name of Mr. Opdyke for the name of Mr. Gunther reported by the committee, and made an elaborate argument in favor of his motion. After an exciting debate of more than two hours, his motion was carried by a two-thirds vote, and Mr. Opdyke was endorsed, and was elected Mayor.

In 1860, the degree of LL.D. was conferred upon Prof. Wedgwood, by Rutger's College, N. J.

When the class of 1860, in the Law Department of the University of the City of New York, graduated, they presented to him a valuable gold watch as a token of their respect and attachment. The presentation was made by Col. J. Lafayette Riker, a member of the class. Col. Riker raised a regiment officered principally by students of the University, and joined the Army of the Potomac. He was killed at the head of his regiment at the battle of Fair Oaks. Prof. Wedgwood advocated a vigorous prosecution of the war for the preservation of the Union, to the extent of the sacrifice of the last man

and the expenditure of the last dollar, and when volunteers could not be procured he advocated the draft; and when he received notice that he had been drafted and that he would be considered a deserter if he left the city, he reported at headquarters, ready to march to the front at a minute's warning. He did not at any time hesitate to say that he believed that ten unselfish statesmen on the floor of Congress, armed in the holy cause of "equal justice to all men," could have prevented the war. When Congress, in 1864, passed a bill to abolish slavery in the District of Columbia, and appropriated one million of dollars to compensate the owners, and two hundred thousand to aid such as desired to emigrate to Liberia, President Lincoln signed the bill and returned it with a special message congratulating Congress on its endorsement of the two great principles of compulsory compensated emancipation and voluntary assisted emigration. Mr. Sumner declared that this was the first practical result of emancipation, and that he regarded the appropriation not as a compensation to the owner, but a ransom for the slave. He said Washington used a golden key to release the Algerine prisoners. We are using the golden key to release the fettered slave. If Mr. Sumner, from his seat in the Senate, had fifteen or ten years earlier declared to this nation, "I have found a ransom! It is the Golden Key made on the pattern of the Golden Rule, costing only twelve hundred millions of dollars, by which the pound of flesh may be taken without shedding one drop of blood," there would have been no war. The ransom by the sword has already cost the nation more than eight times the price of the golden key, drenched our soil in blood, filled our land

with widows and orphans, and shrouded in the silence of a soldier's grave more than half a million of our most enterprising young men.

In 1867, Mr. Wedgwood brought out his work on the Government and Laws of the United States, in which he attempted to present a short and comprehensive view of the rise and progress of our government, from the settlement of the first colony to the complete organization of the government, under its State and national constitutions, with the principal laws by which we are governed.

In 1869, he removed from New York to Washington. The following winter he took an active part in feeding the Freedmen, who had flocked in large numbers to that city. Five thousand persons were furnished with food and fuel for three months, from the private contribution of the citizens.

Prof. Wedgwood saw around him at Washington, hundreds of crippled soldiers, who had left their books on the desk, their tools on the bench, or the plow in the furrow, and at their country's call had hastened to the bleeding field to save the life of the nation. They had faced danger in every form, had shed their blood, left their limbs on the battle field, and had suffered long confinement in hospitals and prisons. The government had provided no means to aid these young men in pursuing their studies. Prof. Wedgwood determined to supply this defect. He saw the opportunity to realize and establish the National University, so ardently recommended by Washington, and exactly in accordance with his plan, but without any pecuniary aid from the gov-

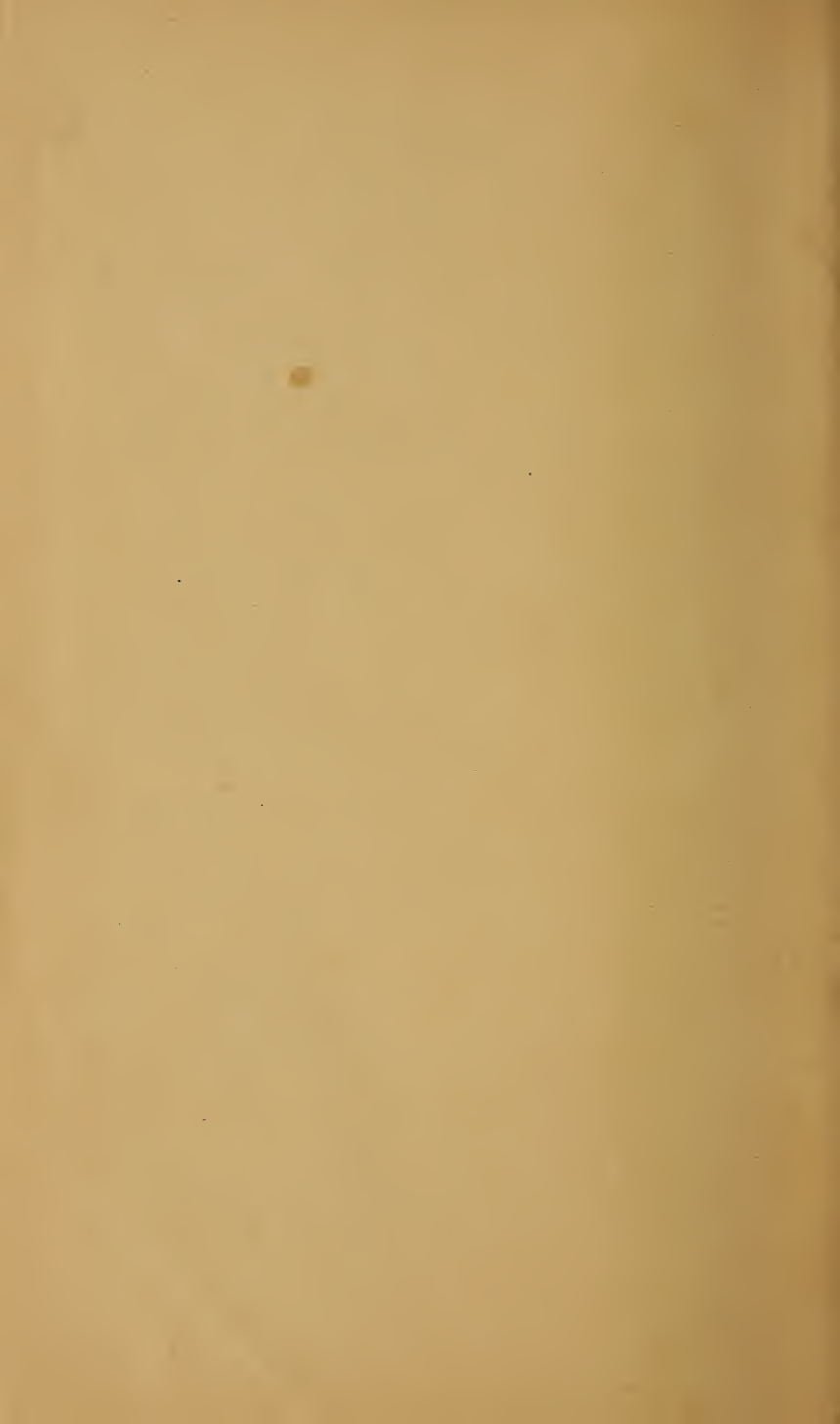
ernment. Congress authorized the establishment of the University.

The charter made the President of the United States *ex officio* Chancellor, with a Vice Chancellor, Board of Regents, and Faculties of Professors for each department. Prof. Wedgwood was elected Vice Chancellor. He associated with himself the Hon. Arthur McArthur, one of the Justices of the Supreme Court of the District of Columbia, and Hon. Joseph Casey, Chief Justice of the Court of Claims. These three lawyers were made Professors, and composed the Faculty of Law. In accordance with the recommendation of Washington, the Law Department was first put into operation. Prof. Wedgwood purchased the Soldiers' Free Library Building in Judiciary Square, and gave the free use of it to the University. The Professors agreed to give their services without fee or reward. In the month of October, 1870, the Law Department of a free National University was thrown open to the aspiring soldier. Students flocked in large numbers to the new University. The course of instruction was thorough, covering two full years. At the annual examination in 1872, thirty-one students were found qualified to receive the degree of Bachelor of Laws. The first annual commencement was held at Lincoln Hall. Senator Wright delivered the first annual address. The Vice President and many Senators were present. The hall was elaborately decorated. The music was furnished by the Marine Band. Amidst a forest of flowers, surrounded by Senators and Judges, in the presence of their admiring friends, thirty-one students of the University received from the hand of President Grant their diplomas, signed by him as

Chancellor of the University, an honor never before received by an American student.

For nine years Prof. Wedgwood gave his services for the promotion of the interests of the University. He saw its usefulness and popularity constantly increasing. He saw his students who remained in the departments rapidly rising in the rank of promotion, and others forming partnerships with influential firms in the practice of the law in all parts of the country. His students have been honored not only by positions in the civil service, but as heads of departments and chiefs of bureaus, member of the Cabinet and member of Congress. He can point proudly to them and say, "These are my jewels."

He now sees that the civil service can be utilized in the promotion of Popular Education. With its aid thousands of educated and well-trained young men and women may annually be scattered over this country to elevate the standard of education, industry and prosperity, and to banish idleness, illiteracy and poverty from the land. He is engaged in securing the establishment of Training Schools, and fixing a uniform standard of education for entering the Military Academy at West Point, the Naval Academy at Annapolis, the National University at Washington, and all departments of the civil service. He hopes to see these Training Schools established in every school district, and even in every family. He solicits no subsidy, no appropriation, no donation. He earnestly solicits the personal aid and co-operation of all the friends of Popular Education. Let there be a spontaneous uprising in favor of Reform ! Organize !!



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